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Certain significant characteristics of various sizes of California school districts for the fiscal year 1950-1951

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CERTAIN SIGNIFICANT CHARACTERISTICS OF VARIOUS SIZES OF CALIFORNIA SCHOOL DISTRICTS FOR THE FISCAL YEAR 1950-1951

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

The California school district has increasingly, during the last four decades, been the object of scrutiny by the students of education as the basic unit of school organization. It is common practice among many people interested in problems of school district organization in California and elsewhere to think in general terms about the characteristics of various sizes of school districts. Often important expenditures are made or weak districts are organized without those responsible for the action having a knowledge of the facts. The second Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51,[1] published by the Office of the State Controller, furnished a basis for an examination of certain current aspects of the school districts of California.

I. THE PROBLEM

Statement of the problem. The purpose of this study was to find for the fiscal year 1950-51 some characteristics of the various sizes of California school districts as

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[1] Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51 (Sacramento: Office of the State Controller, 1952), 130 pp.

indicated by the average daily attendance for the fiscal year 1950-51 in relation to (1) the average current expenses per unit of average daily attendance, (2) the average state apportionment per unit of average daily attendance, (3) the average transportation costs per unit of average daily attendance, and (4) the average district tax rates.

Delimitation of the problem. The intention was that the conclusions drawn from this analysis were to be confined strictly to the statistical meaning set out in the statement of the problem. There are so many facets to the determination of educational policy in the matter of school district organization that this area was found to be beyond the scope of this thesis. The conclusions of this study can be used only within a strict construction of their meaning.

There was no attempt made in this study to evaluate the quality of education or educational opportunity offered by the schools of the California school districts. It was obvious that these were factors beyond the scope of this thesis.

This study dealt with averages. Each individual district organizational problem must be considered upon the merits of the situation which must be met. It was thought

that the averages set out in this study could be used as probabilities against which a specific condition or proposal could be evaluated. Individual districts must be judged in the light of many factors in addition to those considered in this thesis.

While the basic assumption that waste was undesirable underlay the approach to these problems, it did not follow that the most efficient point in any fiscal relationship was the most desirable point of operation. At the time of this study, a sound premise seemed to be that it was not the obligation of school people to save money, but to spend it wisely. This study undertook to find, through a survey of the pertinent fiscal information of the school districts of California for the year 1950-51, points of financial efficiency and inefficiency as they relate only to the size of school districts.

Districts excluded from consideration. Eighty-eight districts reported by the State Controller[2] were excluded from this study. Twenty of these were junior college districts which were arbitrarily eliminated. The remaining sixty-eight districts maintained and reported no attendance

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[2] Ibid., pp. xii-xv.

or that of grade-spans which were not comparable to any of those grade-spans of the predominant number of districts reporting. The total number of districts considered in this study was 2,005.

Importance of the study. A program of reorganization of the school districts of California is being steadily pressed forward by the people interested in the public schools of this state under the leadership of the California Bureau of School District Organization.[3] Sound school district must be based upon the careful weighing of numerous factors, many of which were found to be beyond the scope of this study. Any contribution to the general knowledge of the characteristics of existing school districts is important to this program of reorganization.

In California the school district is the basic unit of school finance. As such, its size and structure has posed an underlying problem of school finance. School districts levy local ad valorem taxes and receive money from the state, and sometimes the federal government, to expend for the support of schools which they maintain.

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[3] A Report of the Activities of the Bureau of School District Organization (Sacramento: California State Department of Education, August, 1951), p. 17.

Efficiency of school districts is of vital concern to the financial welfare of the public schools of the state.

The problem of sound district organization has been a constant one for more than thirty years. In the early years of California school history the demand for schools lead to the establishment of districts as the local need dictated. The absence of a master plan laid the foundation for the serious problem of today. The final report of the California Commission on School Districts told of the problem in 1949 as follows:

> The school-district system in California has improved but little since 1920. Two and one-half years of intensive experience by the State Commission on School districts has confirmed the fact. The Commission . . . presents evidence that reaffirms the findings and conclusions of laymen and educators for the last fifty years. California has two and one quarter THOUSAND school districts. One thousand and one districts support one and two room schools. Less than fifty districts are organized to provide a correlated program from kindergarten or the first grade through high school or junior college.[4]

The total number of school districts in California reported by the Office of the State Controller for the fiscal year 1949-50 was 2,208.[5] The same office reported

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4 George H. Geyer, Findings and Recommendations of the Commission on School Districts (Sacramento: California State Printing Office, 1949), pp. 1-2.

5 Annual Report of Financial Transactions of California School Districts, Fiscal Year 1949-50 (Sacramento: Office of the State Controller, 1951), p. vii.

2,093 school districts in California for the fiscal year 1950-51.[6]

The tremendous growth in the total population of the state during the past decade has placed an increased burden upon the school-district system. The magnitude of this population change was expressed by Carey McWilliams, writing in Harper's Magazine in the following graphic manner:

> California had gained three million new residents (1940-1947) in seven years--had absorbed, in less than a decade, about as many people as live in the whole state of Virginia, or the whole state of Iowa, or as lived in California itself at the time of the first world war. Thus the state had reached a total population of ten million--more people than there are in all of New England. California had passed Illinois and Ohio in population and had edged close to Pennsylvania, the second most populous state in the Union.[7]

This addition to the population of the state has changed the average daily attendance characteristic of most of the school districts in California. School districts need study in the light of the recent population factor. In this study an attempt was made to add to the knowledge of the nature of California school districts within the scope of the problem.

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[6] Office of the State Controller, 1952, op. cit., pp. xii-xv.

[7] Carey McWilliams, "Look What's Happened to California," Harper's Magazine, 199:21, October, 1949.

II. DEFINITIONS OF TERMS USED

Average. The term "average" where used in this thesis was the arithmetic mean obtained by dividing the total of the values by the number of items.

Average daily attendance. Throughout the study the term "average daily attendance" was applied to the data reported to the State Superintendent of Schools as average daily attendance. The legal provisions for the definition are fully set out in the Education Code of California.[8] Essentially it is the total attendance of the school district divided by the number of days during which classes were held. Pupil illness, if verified, is counted as attendance. These are the principal factors which distinguish the term "average daily attendance" from the term "enrollment" which has often been used in a similar connection. The latter term was not used in this study. For the purposes of this study the terms "per unit of average daily attendance" and "per pupil" were used interchangeably.

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[8] Education Code, State of California, 1949 (Sacramento: California State Printing Division, Documents Section, 1950), Division 3, Chapters 13-14.

Current expense. The term "current expense" was used in this study within the limits defined in the California School Accounting Manual.[9] The term includes all of the expenditures of school districts except those for capital outlay and debt service.

Grade-span abbreviations. In order to indicate the grades maintained by the various school districts, the lowest and highest years maintained were used. Thus "1-8" was used to mean that the district supported schools with the first grade through the eighth grade. When a kindergarten was maintained by the district "K" was substituted for the "1."

Sizes of school districts. The term "sizes of school districts" was used in this study in relation to the amount of average daily attendance which was reported for the district by the State Controller. The "size-groups" as showed in the Tables, Figures, and elsewhere in this thesis were, therefore, groups of school districts of the "size" indicated.

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[9] California School Accounting Manual, Parts I-IV (Sacramento: Bulletin of the California State Department of Education, Vol. XX, No. 2, March, 1951), pp. 71-72.

State apportionment. The term "state apportionment" was used in this study as that part of the State School Fund which was paid to each local school district for the financial support of schools.

III. ORGANIZATION OF REMAINDER OF THE THESIS

Distribution of population. When the problem of determining the characteristics of California school districts was attacked, it was apparent that there was a strong probability that these characteristics would vary due to the density of population of the area in which the school districts were located. For example, the comparison of district averages among districts in a sparsely populated mountainous area with averages among districts in a densely populated metropolitan area was obviously not a valid comparison. For this reason, the fifty-eight counties of California, for purposes of this analysis, were divided among three density-of-population groups which were as follows: group I, the least densely populated counties; group II, the counties with a middle range of population-density; group III, the most densely populated or metropolitan counties. The school districts were then classified according to the population-density group to which they belonged. The population-density

group classification and the validation of it were set out in Chapter II of this thesis.

Grouping of districts by size. In order to examine the characteristics of California school districts of various sizes it was necessary that the districts in each of the population-density groups were arranged according to significant variations in average daily attendance for each of the grade-spans. These size-groupings were described and validated in Chapter II of this thesis.

Interpretation of the data. The data pertaining to the California school districts of various sizes for the fiscal year 1950-51 were interpreted in relation to (1) the average current expenses per unit of average daily attendance, (2) the average state apportionment per unit of average daily attendance, (3) the average transportation costs per unit of average daily attendance, and (4) the average district tax rates. Each of these factors were treated consecutively in separate Chapters III, IV, V, and VI of this thesis. In this study of California school districts each district was considered in the grade-span group and the density of population group to which it belonged. The factors were evaluated in their respective chapters. The characteristics found for the various sizes of school districts were set out in these several chapters.

Summary and conclusions. A summary and the conclusions of this study were presented in Chapter VII. A brief summary of the characteristics found for the fiscal year 1950-51 of the various sizes of California school districts in relation to the factors set out in the statement of the problem was the following:

1. The factors which decreased in all population-density groups as the sizes of the districts increased until the population-density group mean for the factor was reached were (a) the district averages of per pupil current expenses, and (b) the district averages of per pupil state apportionments, excepting those averages for districts maintaining a K-12 or 1-12 grade-span.

2. The factors which showed a trend as the sizes of the districts increased parallel to, and variations from the population-density group mean for the factor were (a) district averages of per pupil current expenses near the population-density group mean, (b) district averages of per pupil state apportionment near the population-density group mean, (c) the averages of per pupil state apportionment for school districts maintaining a K-12 or 1-12 grade-span, and (d) the percentage ratios between the district averages of per pupil state apportionment and the averages of per pupil current expenses for districts maintaining a 9-12, a K-12, or a 1-12 grade-span.

3. Small districts were found to have higher average per pupil current expenses, higher average per pupil state apportionments, but to receive a smaller percentage of their total current expenses from the state, and showed less local effort toward the financial support of public schools than the means of their population-density groups.

4. The percentages of the districts' averages of per pupil current expenses furnished by the state became larger as the sizes of the districts increased in districts maintaining a K-8 or 1-8 grade-span.

5. The averages of per pupil transportation expenses for all groups of school districts decreased as the sizes of the districts increased. Some individual districts showed variations from this downward trend.

6. The averages of district tax rates showed no trend as the sizes of the districts increased.

7. District tax rates could not have produced large increases in total revenue without important changes in the laws which regulated them.

CHAPTER II

DISTRIBUTION OF POPULATION AND GROUPING OF DISTRICTS BY SIZE

Before any consideration of the comparison of the characteristics of California school districts could be attempted, some resolution had to be made of the problem presented by the wide variations in density of population over the state. For the purposes of this study three groups of counties, each of which groups included a specific range of county densities of population or a similarity in district population distribution characteristic, were set up. These groups of counties were described and validated in this chapter. They were referred to in the following chapters of this thesis as population-density groups I, II, and III. The groups used in the classification of school districts by size were also described and validated in this chapter.

I. POPULATION-DENSITY GROUPS

Validation of population-density groups. The descriptions that are given of the qualities of the population-density groups and the data listed in Tables I, II, and III, which follow in this chapter, serve to point out the ways in which these groups differed from

each other.

The purpose in setting up the population-density groups was to provide as nearly a homogeneous background of population characteristics as possible for the comparison of different school district size groupings.

In the matter of ranges of densities of population among the groups of counties there was enough spread to provide characteristic differences. There was no overlapping of range of density of population between group I and group II. There was, however, such an overlapping between groups II and III. Fresno County, with a relatively low density of population--45.8 persons per square mile--was included in the metropolitan group, while five other counties with population-densities ranging from 58.7 to 127.4 persons per square mile were classed in group II. The reason for this lay in the fact that by far the greater number of school districts in Fresno County were located in or near the City of Fresno and, therefore, were thought to have more nearly the characteristics of school districts of a metropolitan area than the characteristics of those of the middle population-density group. In the cases of the five counties with the relatively high population-densities classed in the middle population-density group, there were no large cities which could give their school districts the

characteristics of those located in the metropolitan areas. Included in the middle population-density group were eight counties with population-densities ranging from 9.1 to 11.6 persons per square mile. These have often been classed as mountainous or sparsely populated counties. It was thought, however, that the school districts in these areas more nearly resembled those in the middle group than those in the least densely populated counties. Their population-densities were higher than those of population-density group I. The assignments made to the population-density groups of none of these doubtful counties could have been considered as destroying the essential population characteristics of population-groups' averages. This was the guiding principle in the assignment of counties to the different population-density groups.

It was recognized that there are other areas within each of the population-density groups where even greater lack of homogeneity appeared than those which showed in the county analysis. It was true that in most counties there were ranges in population-density from no persons to a relatively high number of persons per square mile among selected square miles. These seeming disparities could not be considered as rendering the groups without validity for the uses given to them in this study.

The averages which were derived within each of the population-density groups had the predominant characteristics of their group. The averages derived in population-density group I could not have been thought of as having had any other characteristics than those of an extremely sparsely populated area. Those averages derived in population-density group II had the characteristics of areas of middle population-density for the state. The averages derived for population-density group III had the characteristics of those districts dominated by large metropolitan populations.

Population-density group I. Population-density group I was the group of least densely populated counties. It was composed of thirteen counties as showed in Table I. This list also shows the area, the population, the density of population, in terms of the number of persons per square mile to the nearest tenth, and the number of school districts included in the population-density groups. The sources of the data for Tables I, II, and III are given in footnotes to Table I. The range of population-densities for the counties of the least densely populated group was from three tenths persons per square mile to eight persons per square mile. These are generally mountainous areas. The total of 191 districts included in the group was

TABLE I

AREA, POPULATION, DENSITY OF POPULATION, NUMBER OF SCHOOL DISTRICTS INCLUDED IN STUDY FOR CALIFORNIA COUNTIES, FISCAL YEAR 1950-51, POPULATION-DENSITY GROUP I

County	Area in square miles[a]	Total population[b]	Persons per sq. mi.	Number of school districts
Alpine	723	235	0.3	3
Del Norte	1,003	8,027	8.0	7
Inyo	10,091	11,486	1.1	14
Lassen	4,548	18,403	4.0	19
Mariposa	1,455	5,086	3.5	1
Modoc	4,094	9,643	2.4	20
Mono	3,045	2,081	0.7	6
Plumas	2,570	13,398	5.2	1
Sierra	952	2,361	2.5	1
Siskiyou	6,313	30,517	4.8	46
Tehama	2,974	19,169	6.4	29
Trinity	3,191	5,045	1.6	19
Tuolumne	2,273	12,504	5.5	25
Totals	43,232	137,955	3.3	191

[a] California Blue Book, 1950 (Sacramento: California State Printer, 1951), 1087 pp.

[b] Department of Public Health, State of California, Census Releases (Sacramento: Bureau of Records and Statistics, October 2, 1950), 25 pp.

9.5 per cent of the total number of districts included in this study. These counties constituted 22.4 per cent of the counties of the state and occupied 27.6 per cent of the area of the state. They contained 1.3 per cent of the state's population, and their average density of population was 4.9 per cent of the state's average of 66.8 persons per square mile.

Population-density group II. Population-density group II was the group of counties of middle density of population. It was composed of the thirty-two counties listed in Table II. This list also showed the area, the population, the density of population, in terms of persons per square mile to the nearest tenth, and the number of school districts included in this population-density group. The range of population-densities for the counties of the middle group was from 9.1 persons per square mile to 127.1 persons per square mile. The total of 1,167 districts included in the group was 58.9 per cent of the total number of districts included in this study. These counties constituted 55.2 per cent of the counties of the state and occupied 58.3 per cent of the state's area. They contained 21.2 per cent of the state's population, and their average density of population was 36.2 per cent of the state's average density of population.

TABLE II

AREA, POPULATION, DENSITY OF POPULATION, NUMBER OF SCHOOL DISTRICTS INCLUDED IN STUDY FOR CALIFORNIA COUNTIES, FISCAL YEAR 1950-51, POPULATION-DENSITY GROUP II

County	Area in square miles	Total population	Persons per sq. mi.	Number of school districts
Amador	594	9,091	15.3	21
Butte	1,665	64,374	38.7	41
Calaveras	1,028	9,850	9.6	25
Colusa	1,153	11,573	10.0	16
El Dorado	1,725	16,021	9.3	45
Glenn	1,317	15,341	11.6	21
Humboldt	3,573	67,848	19.0	68
Imperial	4,284	62.512	14.5	33
Kern	8,170	225,928	27.7	63
Kings	1,395	46,295	33.2	22
Lake	1,256	11,380	9.1	13
Madera	2,148	36,763	17.1	31
Mendocino	3,500	39,996	11.4	29
Merced	1,983	67,636	34.1	33
Monterey	3,324	129,898	39.1	43
Napa	790	46,373	58.7	20
Nevada	979	19,300	19.7	19
Placer	1,431	41,266	28.8	28
Riverside	7,179	168,959	23.5	43
San Benito	1,396	14,330	10.3	22
San Bernardino	20,131	278,577	13.8	56
San Luis Obispo	3,326	51,114	15.2	48
Santa Barbara	2,745	97,087	35.4	29
Santa Cruz	439	65,920	127.4	21
Shasta	3,846	35,985	9.4	49
Sonoma	1,579	102,685	65.0	85
Stanislaus	1,506	126,613	84.1	47
Sutter	607	26,140	43.1	26
Tulare	4,845	148,711	30.7	82
Ventura	1,857	113,351	61.0	34
Yolo	1,034	40,453	39.1	34
Yuba	638	24,240	38.0	20
Totals	91,443	2,215,610	24.2	1,167

Population-density group III. Population-density group III was the group of counties which was most densely populated. This group, composed of thirteen counties as showed in Table III, is classified by the United States Census Bureau as a metropolitan area.[1] Table III also shows the area, the population, the density of population, in terms of persons per square mile to the nearest tenth, and the number of school districts included in this population-density group. The range of population-densities for these counties was from 45.8 persons per square mile to 16,397.4 persons per square mile. The total of 647 districts included in the group was 32.3 per cent of the total number of districts included in this study. These counties constituted 22.4 per cent of the counties of the state and occupied 14.1 per cent of the state's area. They contained 77.5 per cent of the total population of the state, and their average density of population, exclusive of San Francisco County, was five times the state's average.

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[1] County Data Book, A Supplement to the Statistical Abstract of the United States (Washington, D. C.: United States Bureau of Census, 1947).

TABLE III

AREA, POPULATION, DENSITY OF POPULATION, NUMBER OF SCHOOL DISTRICTS INCLUDED IN STUDY FOR CALIFORNIA COUNTIES, FISCAL YEAR 1950-51, POPULATION-DENSITY GROUP III

County	Area in square miles	Total population	Persons per sq. mi.	Number of school districts
Alameda	733	734,740	1,002.0	38
Contra Costa	734	297,400	405.2	31
Fresno	5,985	274,344	45.8	113
Los Angeles	4,071	4,116,901	1,011.3	101
Marin	521	84,739	162.6	30
Orange	728	214,061	273.7	50
Sacramento	985	275.760	280.0	46
San Diego	4,285	535,967	125.9	58
San Francisco	45*	760,381*	16,897.4*	None
San Joaquin	1,428	199,414	139.6	73
San Mateo	454	234,030	515.5	31
Santa Clara	1,305	288,852	221.3	48
Solano	827	102,194	123.6	28
Totals	22,083	7,358,402	333.2	647

* The figures for San Francisco County are not included in the totals. San Francisco City and County is a single school district maintaining grades K-14, which is not within the scope of this study. San Francisco County is included in this table only to complete the total of fifty-eight counties.

II. GROUPING OF DISTRICTS BY SIZE

Description of the size-groups. A convenient set of intervals of size was selected for each of the grade-spans studied. The same set of size groupings was used for grade-spans K-8 or 1-8 and K-6 or 1-6. There were twenty-five intervals provided in this set as showed in Table IV under the heading of size-groups. The number of districts and the average daily attendance in each size-group for all of the population-density groups in grade-span K-8 or 1-8 was shown in Table IV. Similar information for the groups in grade-span K-6 or 1-6 was shown in Table V. The same factors were shown for grade-spans 9-12 and for K-12 or 1-12 in Tables VI and VII, pages 25 and 26, respectively. There were twenty intervals of size-grouping 9-12 grade-span and fifteen such intervals for the K-12 or 1-12 grade-span. For the purpose of further analysis in the population-density group III, the size-interval of the largest districts in the K-12 or 1-12 grade span was broken down so that all of its members were shown separately. These sets of size-intervals were kept uniform for each grade-span through all of the population-density groups.

TABLE IV

NUMBER OF DISTRICTS AND TOTAL AVERAGE DAILY ATTENDANCE IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

Size-group	Number of districts in population-density group I	group II	group III	Total average daily attendance in population-density group I	group II	group III
1-10	31	72	11	260	568	91
11-25	49	180	55	780	3,068	949
26-50	32	144	49	1,158	5,178	1,894
51-75	14	85	34	868	5,303	2,149
76-100	7	61	45	601	5,336	3,917
101-150	9	79	36	1,156	9,888	4,542
151-200	9	52	24	1,613	9,002	4,076
201-250	3	43	18	683	9,742	3,986
251-300	2	20	24	549	5,472	6,511
301-350	1	17	12	306	5,669	3,951
351-400	1	13	15	388	4,923	5,687
401-450	2	13	19	885	5,546	8,018
451-500	None	19	9	None	9,128	4,206
501-550	1	8	9	536	4,213	4,778
551-600	5	8	9	2,890	4,598	5,140
601-over	4	None	None	3,228	None	None
601-700	None	18	17	None	11,778	10,836
701-800	None	8	8	None	5,976	6,017
801-900	None	4	10	None	3,471	8,510
901-1000	None	7	6	None	6,653	5,731
1001-1500	None	21	32	None	25,867	39,444
1501-2000	None	15	24	None	26,332	41,685
2001-2500	None	1	11	None	2,229	24,719
2501-3000	None	6	2	None	16,589	5,605
3001-3500	None	3	5	None	9,391	15,877
3501-over	None	5	15	None	31,893	70,128
Total	170	902	499	15,901	227,813	288,447

TABLE V

NUMBER OF DISTRICTS AND TOTAL AVERAGE DAILY ATTENDANCE IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

Size-group	Number of districts in population-density group II	Number of districts in population-density group III	Total average daily attendance in population-density group II	Total average daily attendance in population-density group III
1-10	6	None	51	None
11-25	21	None	341	None
26-50	18	2	678	65
51-75	13	2	769	119
76-100	6	None	504	None
101-150	11	6	1,279	711
151-200	13	4	2,302	656
201-250	8	1	1,823	217
251-300	4	3	1,073	808
301-350	4	1	1,309	331
351-400	2	None	750	None
401-450	2	2	881	870
451-500	2	2	925	948
501-550	2	1	1,035	506
551-600	4	None	2,274	None
601-700	1	2	603	1,326
701-800	3	1	2,234	705
801-900	3	None	2,587	None
901-1000	2	None	1,961	None
1001-1500	5	7	6,332	8,515
1501-2000	3	2	5,395	3,893
2001-2500	4	None	9,349	None
2501-3000	None	1	None	2,599
3001-3500	1	None	3,488	None
3501-over	2	11	15,166	277,928
Total	140	48	63,127	300,193

TABLE VI

NUMBER OF DISTRICTS AND TOTAL AVERAGE DAILY ATTENDANCE IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

Size-group	Number of districts in population-density group I	group II	group III	Total average daily attendance in population-density group I	group II	group III
1-50	2	None	1	74	None	30
51-100	2	14	None	141	1,115	None
101-150	2	9	3	276	1,126	371
151-200	2	8	5	363	1,375	927
201-250	None	9	5	None	2,050	1,122
251-300	2	7	5	567	1,919	1,359
301-400	2	13	10	728	4,498	3,528
401-500	1	3	4	484	1,404	1,822
501-600	None	10	3	None	5,507	1,711
601-700	1	6	6	617	3,865	3,874
701-800	None	2	3	None	1,494	2,309
801-900	None	6	3	None	5,171	2,561
901-1000	None	None	5	None	None	4,704
1001-1200	None	4	2	None	4,386	2,173
1201-1400	1	2	5	1,213	2,605	6,508
1401-1600	None	2	2	None	2,977	2,947
1601-2000	None	3	1	None	5,239	1,625
2001-2400	None	None	None	None	None	None
2401-2800	None	2	1	None	5,466	2,485
2801-over	None	None	10	None	None	35,510
Total	15	100	74	4,463	50,199	75,566

TABLE VII

NUMBER OF DISTRICTS AND TOTAL AVERAGE DAILY ATTENDANCE IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

Size-group	Number of districts in population-density group I	group II	group III	Total average daily attendance in population-density group I	group II	group III
1-300	2	1	None	385	149	None
301-600	1	11	1	526	4,856	552
601-900	1	3	2	741	2,210	1,300
901-1000	None	2	1	None	1,862	938
1001-1500	1	2	4	1,041	2,217	5,011
1501-2000	None	3	3	None	4,909	5,467
2001-2500	None	1	1	None	2,268	2,012
2501-3000	1	None	2	2,574	None	5,769
3001-3500	None	1	2	None	3,114	6,329
3501-4000	None	1	2	None	3,749	7,269
4001-4500	None	None	None	None	None	None
4501-5000	None	None	1	None	None	4,844
5001-5500	None	None	1	None	None	5,466
5501-6000	None	None	1	None	None	5,572
6001-over	None	None	5	None	None	58,431
Total	6	25	26	5,267	25,334	108,960
8,124	None	None	1	None	None	8,124
9,523	None	None	1	None	None	9,523
12,940	None	None	1	None	None	12,940
13,642	None	None	1	None	None	13,642
14,202	None	None	1	None	None	14,202
Total	None	None	5	None	None	58,431

Validation of the size-groups. There were three criteria used in establishing the size-groups for this study. First, the intervals had to be small enough in scope to show any significant changes in the characteristics of school districts as the averages of daily attendance of the districts increased. The size-intervals were made larger as the sizes of the districts became larger. Second, there had to be a uniform set of intervals to apply to the same grade-spans in each of the population-density groups. Third, the sets of size-groups had to have sufficient scope to cover all of the schools in California in the group studied. These requirements were met by the size-groups used in this study.

CHAPTER III

CHARACTERISTICS OF VARIOUS SIZES OF CALIFORNIA SCHOOL DISTRICTS IN RELATION TO AVERAGES OF CURRENT EXPENSES PER UNIT OF AVERAGE DAILY ATTENDANCE, FISCAL YEAR 1950-51

The average current expense per unit of average daily attendance is the ratio commonly used by the California State Department of Education in comparing the operating costs of schools in California.[1] In this study this average was calculated for each of the size-groups and for each of the grade-spans in the three population-density groups. The data[2] were set out in Table VIII, Table IX, page 30, Table X, page 31, and Table XI, page 32. These same data were graphically presented in Figures 1 through 11, pages 33 through 43. There were no districts in population-density group I which maintained schools in the K-6 or 1-6 grade-span. In these figures the size-groups were shown on the horizontal axes and the averages of current expenses per unit of average daily attendance were plotted on the vertical axes. The average for the grade-span in each population-density group was shown as a horizontal line on each chart.

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[1] Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51 (Sacramento: Office of the State Controller, 1952), p. vi.

[2] Ibid., pp. 3-89.

TABLE VIII

AVERAGES OF PER PUPIL CURRENT EXPENSES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

Size-group	Averages of per pupil current expenses in population-density group I	group II	group III
1-10	$ 498.91	$ 510.35	$ 481.11
11-25	298.79	288.08	341.95
26-50	234.34	249.42	267.52
51-75	228.72	221.13	220.88
76-100	207.81	232.50	222.78
101-150	198.62	206.81	205.00
151-200	186.38	217.08	225.12
201-250	211.30	195.73	200.50
251-300	168.33	189.51	179.43
301-350	208.69	218.51	198.96
351-400	190.71	188.74	197.48
401-450	169.40	178.74	190.04
451-500	None	180.01	173.31
501-550	200.33	194.10	215.49
551-600	171.22	182.05	179.04
601-over	186.70	None	None
601-700	None	183.86	183.55
701-800	None	181.25	173.36
801-900	None	178.59	189.48
901-1000	None	212.40	176.57
1001-1500	None	182.47	183.31
1501-2000	None	211.11	190.61
2001-2500	None	170.53	171.15
2501-3000	None	178.71	178.62
3001-3500	None	179.13	197.82
3501-over	None	189.88	186.97
Total	$ 202.44	$ 197.17	$ 188.75

TABLE IX

AVERAGES OF PER PUPIL CURRENT EXPENSES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

Size-group	Averages of per pupil current expenses in population-density group II	group III
1-10	$ 499.05	$ None
11-25	326.82	None
26-50	251.46	354.57
51-75	243.24	234.09
76-100	179.92	None
101-150	184.25	251.74
151-200	208.52	217.44
201-250	223.61	297.11
251-300	181.66	199.71
301-350	192.82	181.53
351-400	174.87	None
401-450	180.54	216.88
451-500	232.45	164.28
501-550	204.11	130.18
551-600	201.67	None
601-700	176.89	183.96
701-800	194.18	142.11
801-900	201.33	None
901-1000	196.50	None
1001-1500	203.29	233.82
1501-2000	186.81	164.26
2001-2500	196.41	None
2501-3000	None	159.86
3001-3500	215.30	None
3500-over	176.34	223.99
Total	$ 195.45	$ 222.23

TABLE X

AVERAGES OF PER PUPIL CURRENT EXPENSES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

Size-group	Averages of per pupil current expenses in population-density group I	group II	group III
1-50	$1,051.10	$ None	$ 874.97
51-100	590.65	588.73	None
101-150	559.78	504.35	515.78
151-200	428.01	439.65	468.65
201-250	None	425.24	494.79
251-300	382.16	333.51	531.23
301-400	391.27	361.45	406.31
401-500	360.91	321.86	339.20
501-600	None	346.50	343.07
601-700	345.28	355.76	363.38
701-800	None	341.60	326.32
801-900	None	349.55	347.70
901-1000	None	None	342.95
1001-1200	None	327.11	324.25
1201-1400	466.25	271.02	319.35
1401-1600	None	307.24	380.85
1601-2000	None	288.05	263.01
2001-2400	None	None	None
2401-2800	None	293.39	325.40
2801-over	None	None	320.58
Total	$ 431.49	$ 342.40	$ 340.88

TABLE XI

AVERAGES OF PER PUPIL CURRENT EXPENSES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

Size-group	Averages of per pupil current expenses in population-density group I	group II	group III
1-300	$ 358.21	$ 383.79	$ None
301-600	317.80	300.74	270.76
601-900	327.61	302.09	352.43
901-1000	None	363.80	281.17
1001-1500	268.02	244.89	271.88
1501-2000	None	261.63	264.34
2001-2500	None	248.88	254.06
2501-3000	319.56	None	245.84
3001-3500	None	244.76	232.02
3501-4000	None	200.09	283.70
4001-4500	None	None	None
4501-5000	None	None	228.90
5001-5500	None	None	197.48
5501-6000	None	None	275.26
6001-over	None	None	231.04
Total	$ 313.16	$ 267.10	$ 241.93
8,124	None	None	$ 208.97
9,523	None	None	220.73
12,940	None	None	270.67
13,642	None	None	220.43
14,202	None	None	228.09
Total	$ None	$ None	$ 231.04

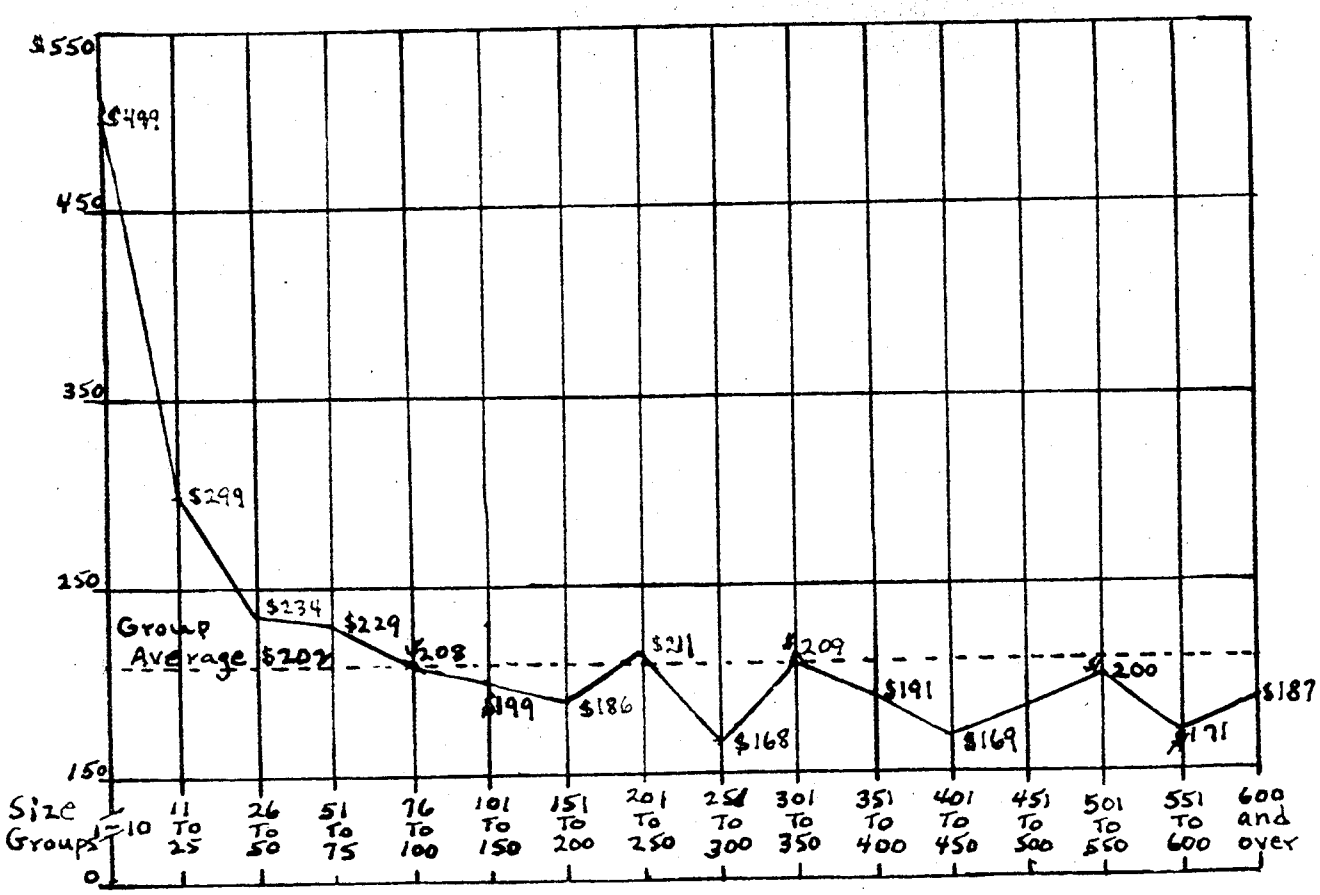

FIGURE 1

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

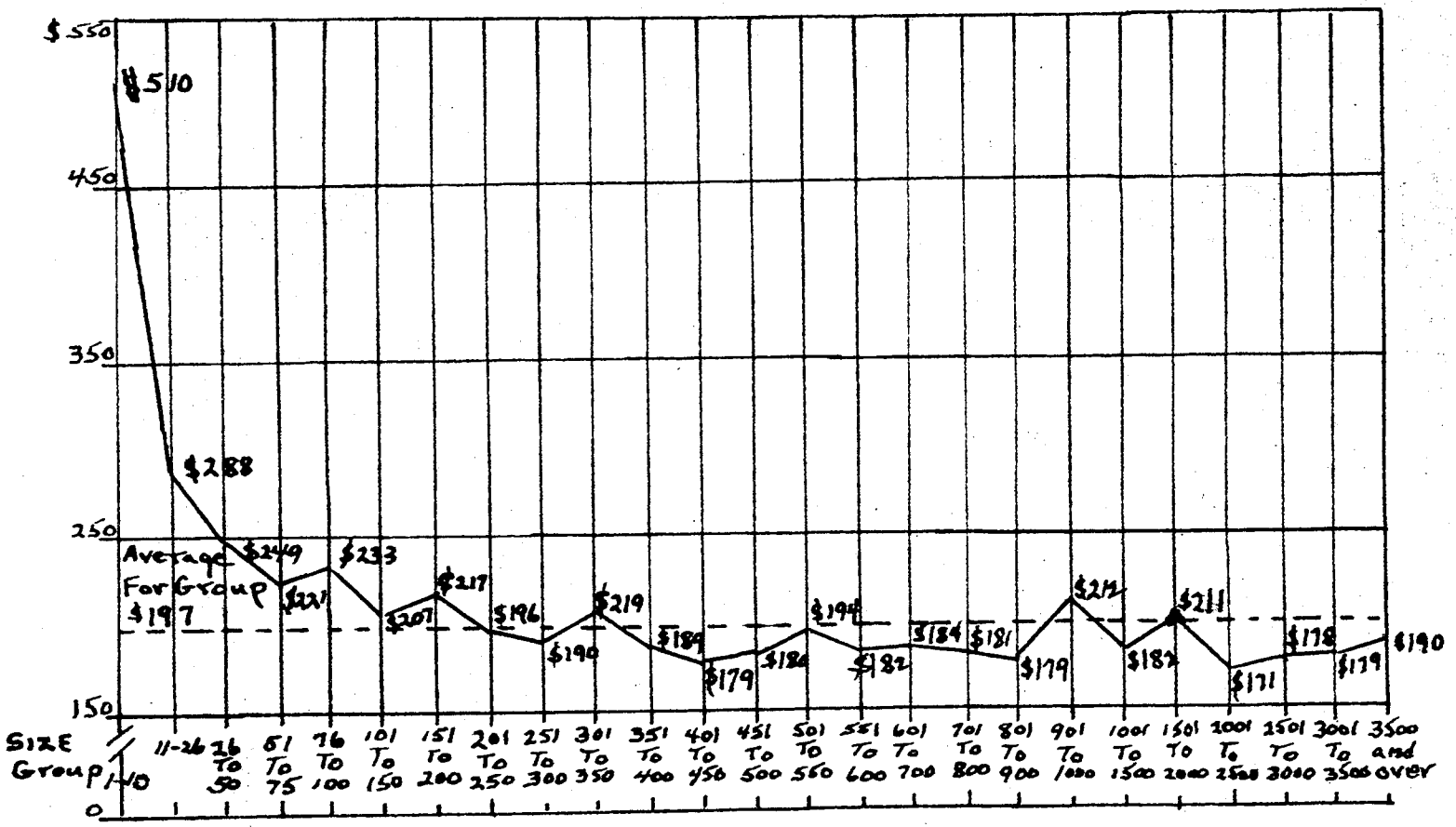

FIGURE 2

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

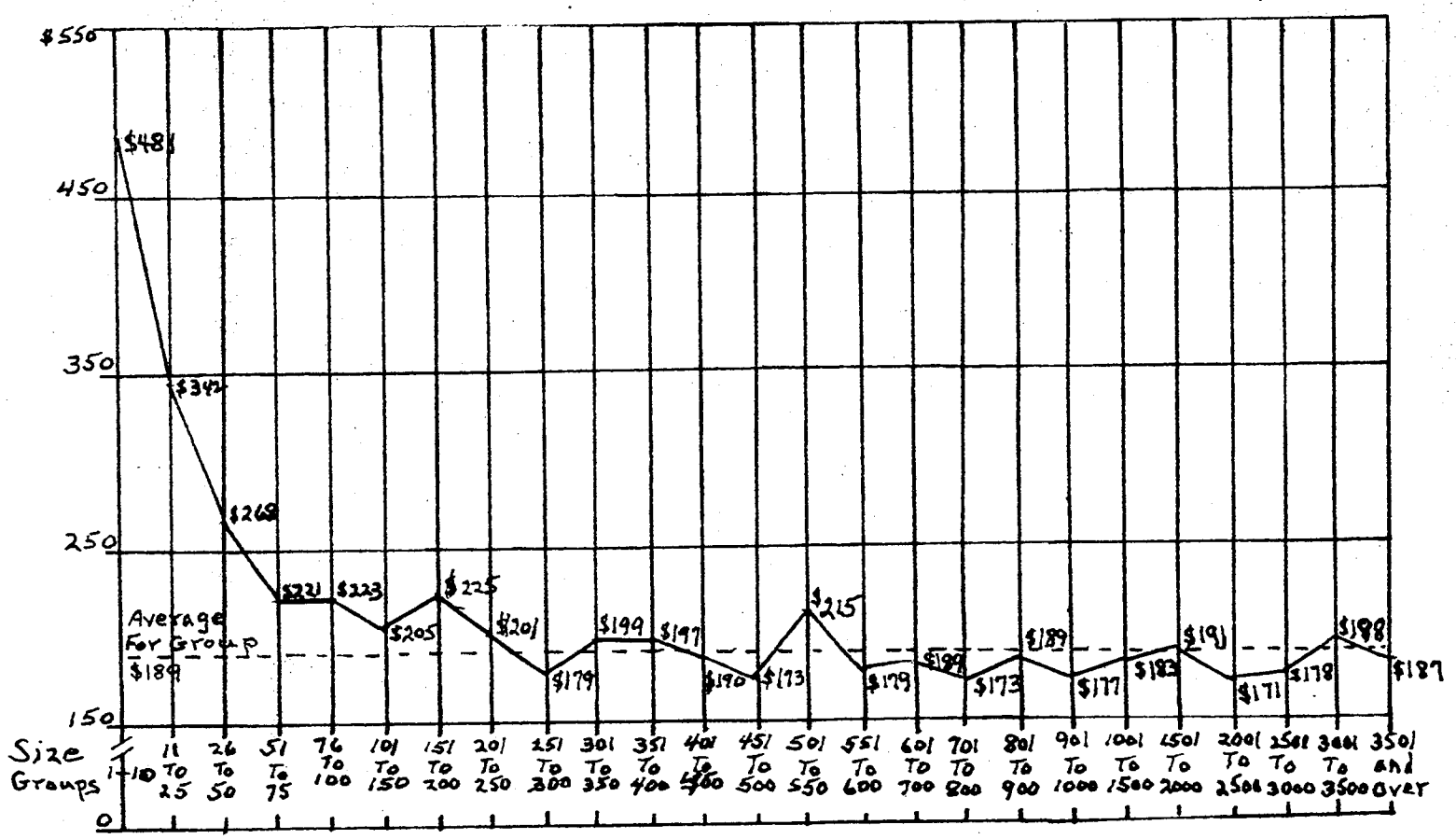

FIGURE 3

AVERAGES OF PER PUPIL EXPENSES IN
CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR
POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51,
GRADE-SPAN K-8 OR 1-8

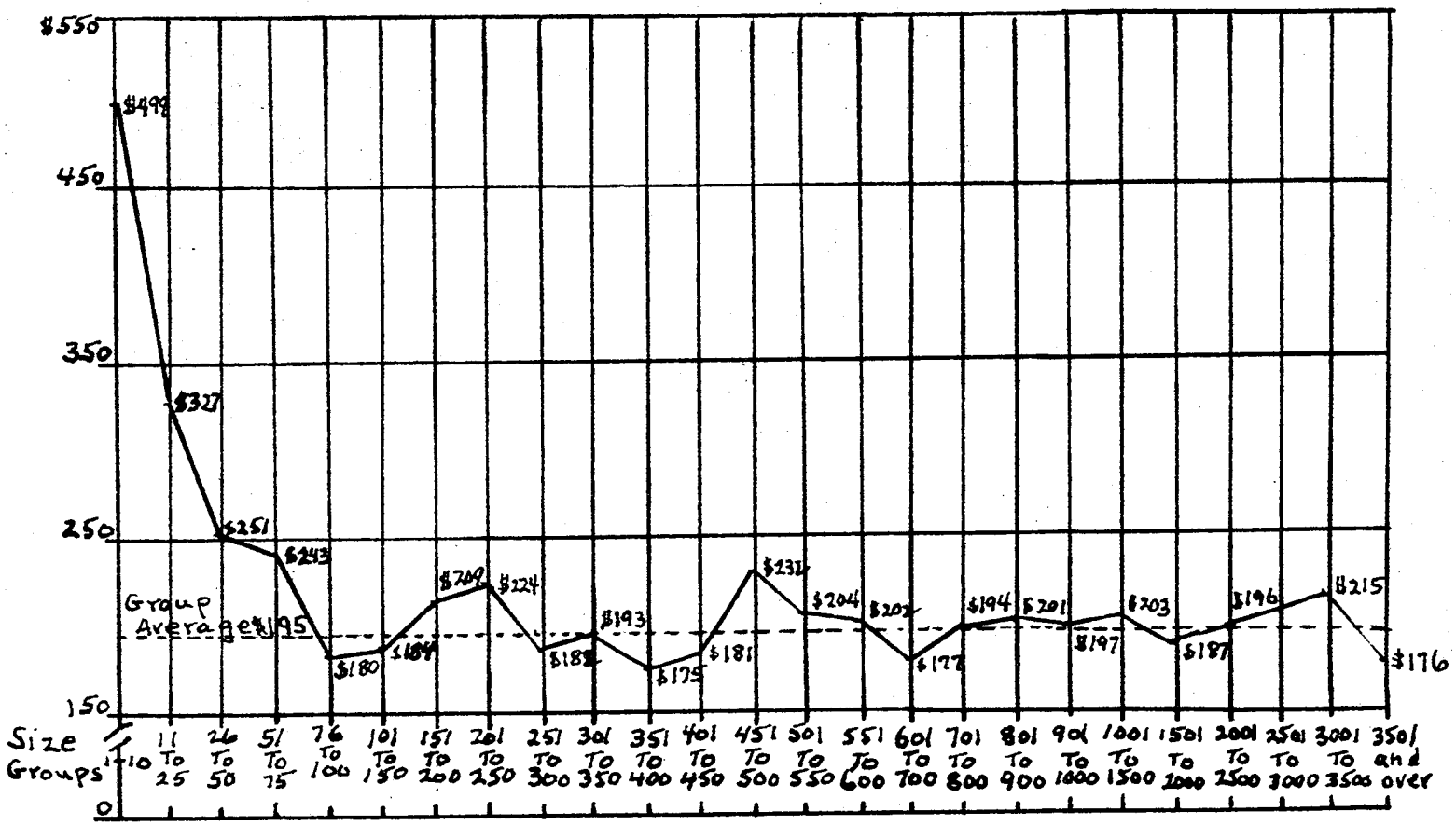

FIGURE 4

AVERAGES OF PER PUPIL CURRENT EXPENSES IN
CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS
POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51,
GRADE-SPAN K-6 OR 1-6

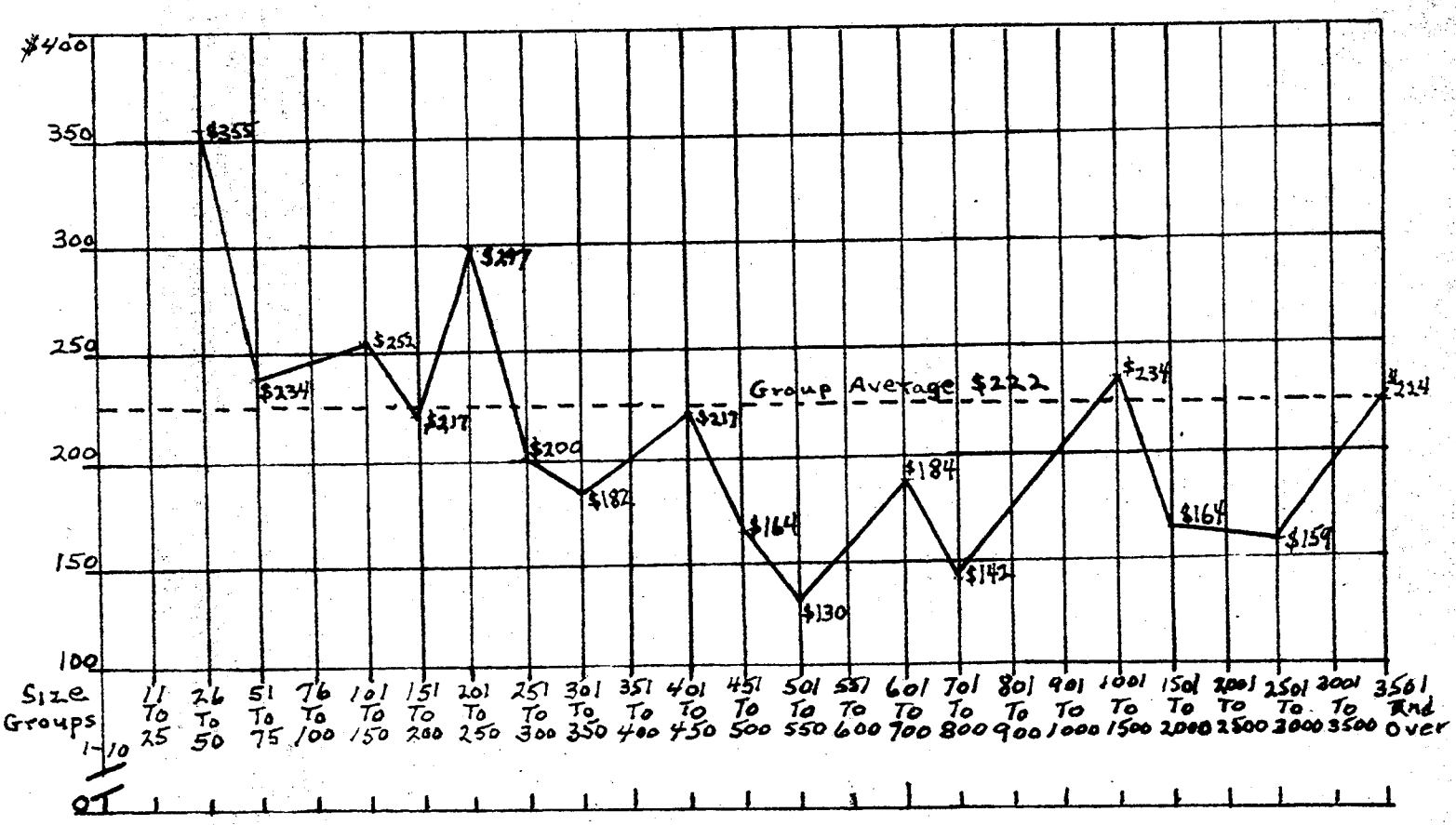

FIGURE 5

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

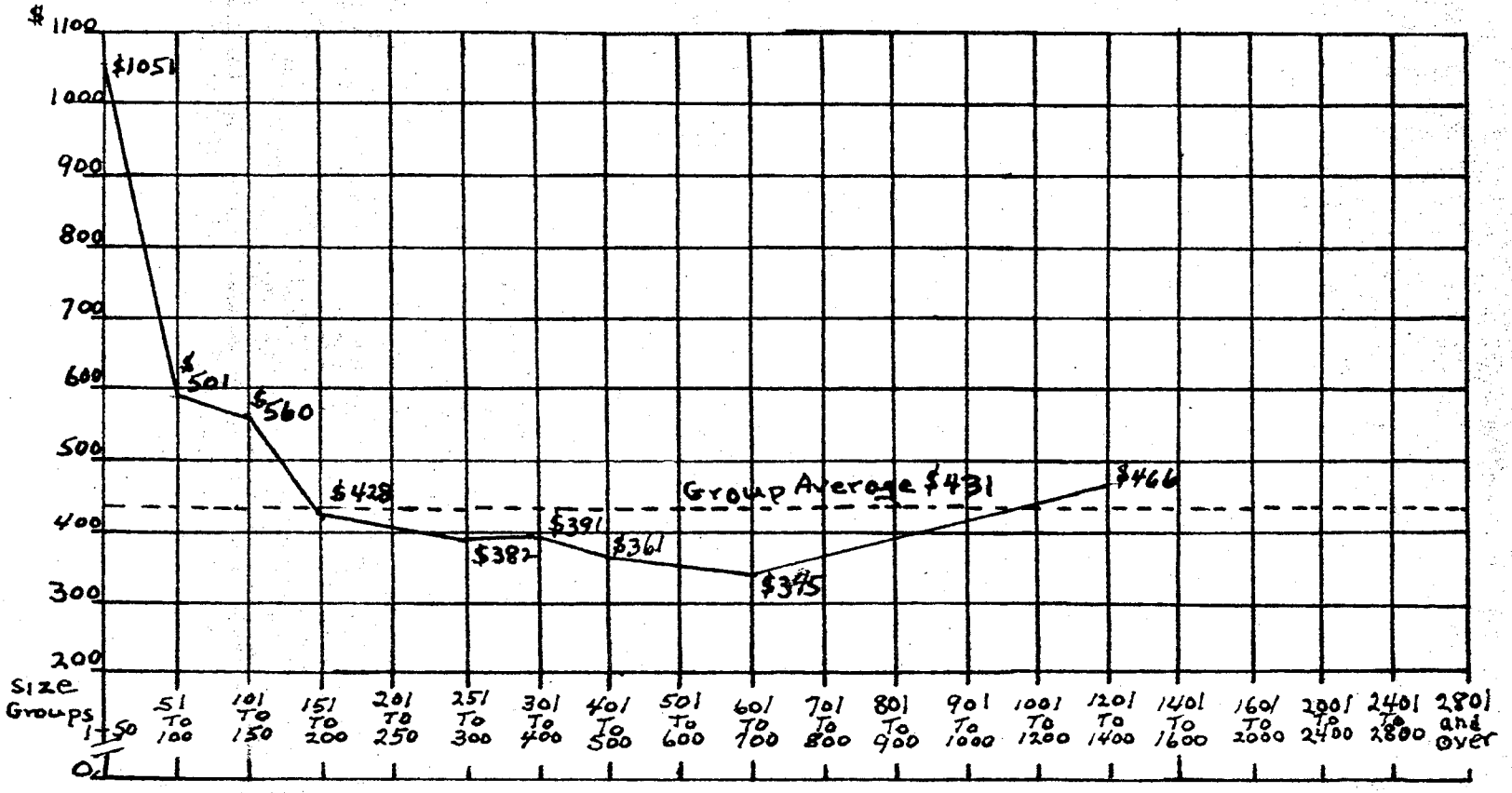

FIGURE 6

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

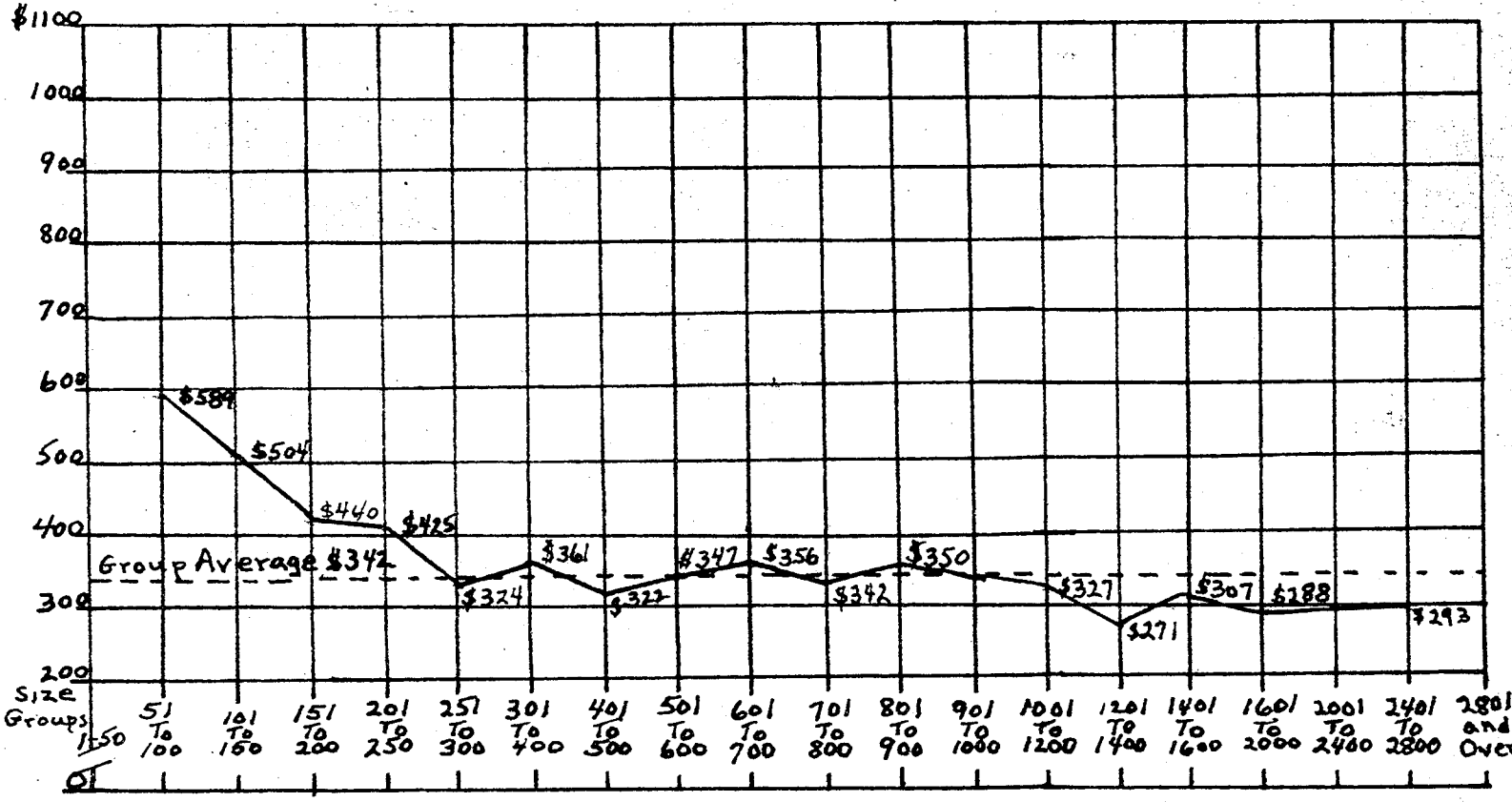

FIGURE 7

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

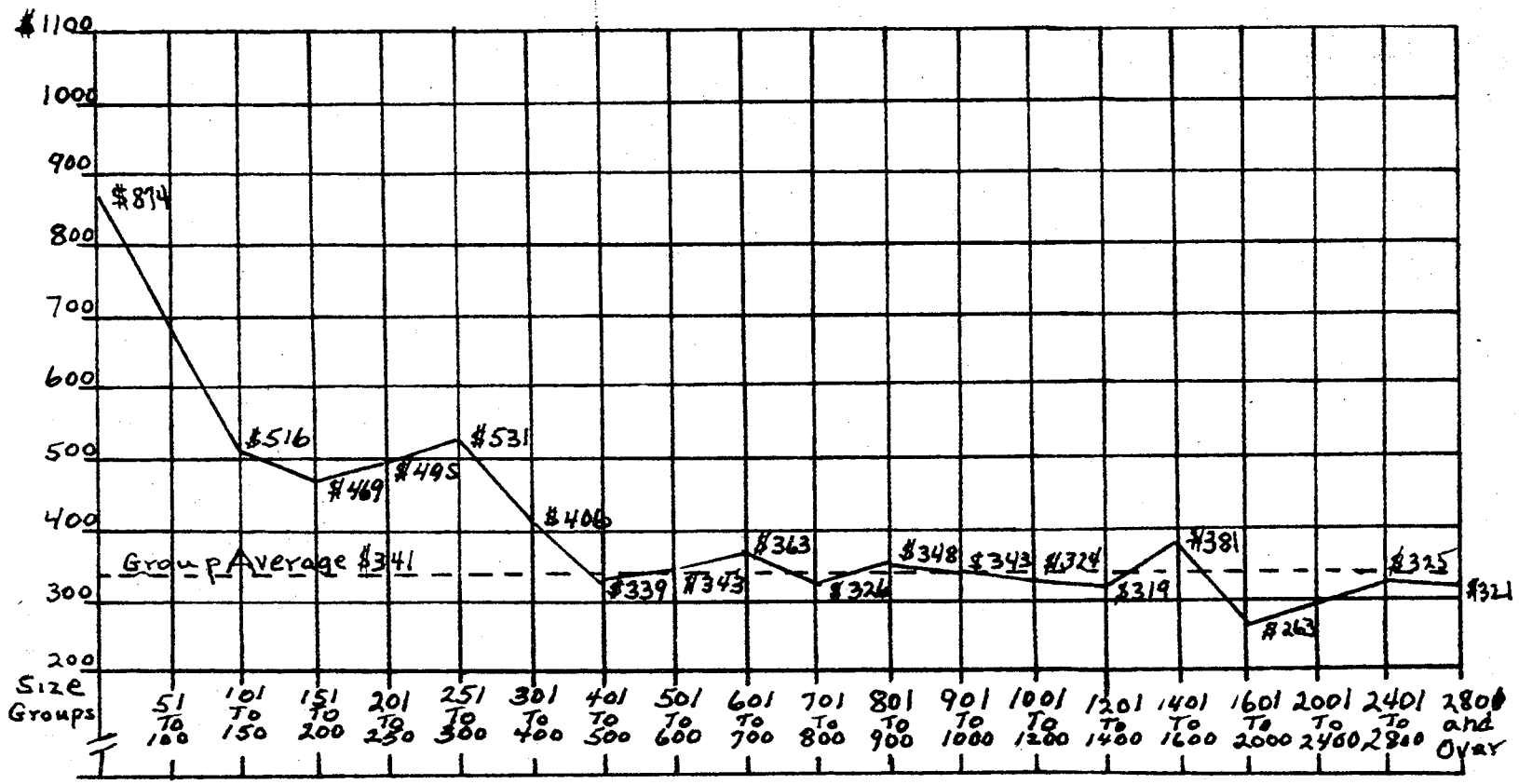

FIGURE 8

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

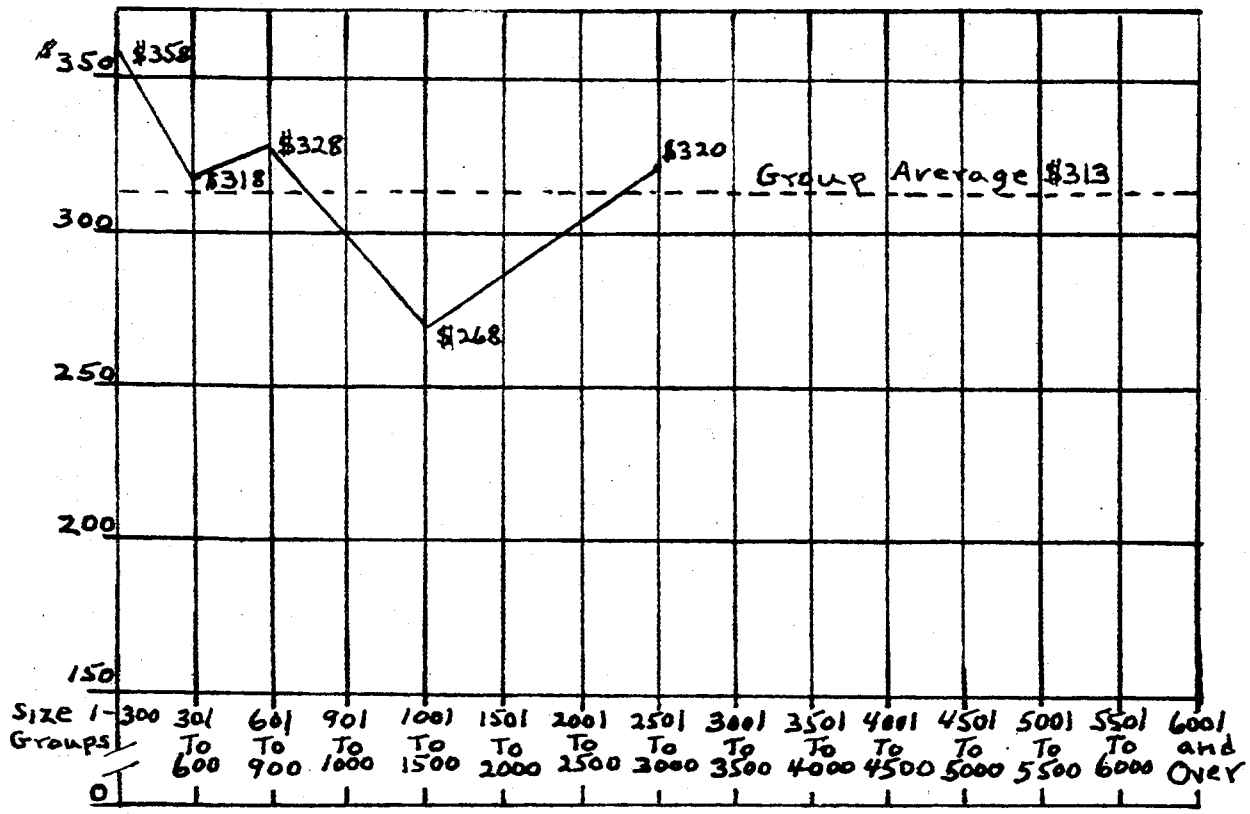

FIGURE 9

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

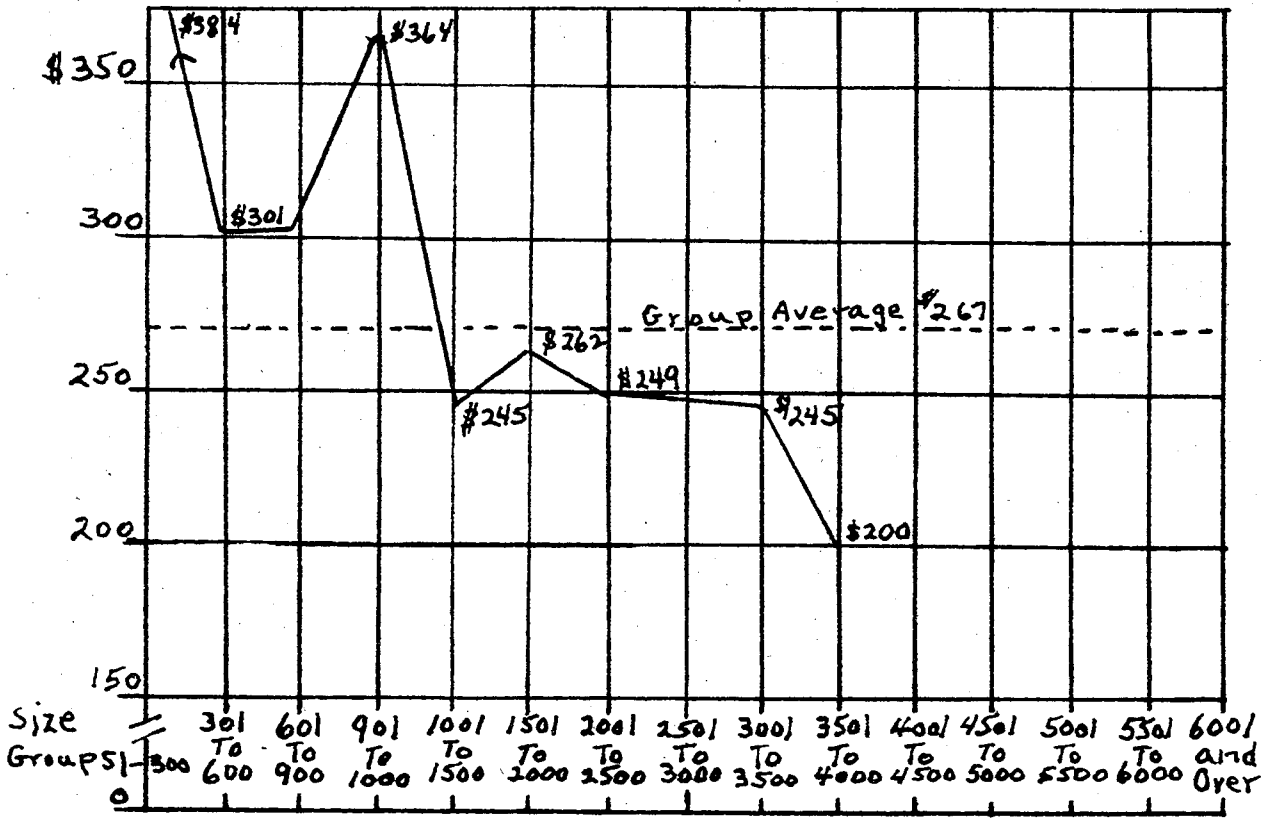

FIGURE 10

AVERAGES OF PER PUPIL CURRENT EXPENSES IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

I. INTERPRETATION OF THE DATA

An investigation of all of the charts in this section showed the relatively higher current costs of the districts which maintained schools of relatively small average daily attendance. The averages of per unit of average daily attendance in all population-density groups showed a trend downward toward the average for the group until the group average line was crossed. After the group average line was first crossed there were variations in the averages of per pupil current expenses, as the sizes of the districts increased, but the trend was noted to have been roughly parallel to the grade-span average in all of the population-density groups.

It was noted that there were districts maintaining small schools at much higher than average current costs in all grade-spans in all of the population-density groups. However, this tendency was noticeably less in the K-12 or 1-12 grade-span than in the other grade-spans studied. This may have been indicative of the more recent and careful district organization in the K-12 or 1-12 grade-span.[3] In Figure 11 the individual members of the size

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[3] A Report of the Activities of the Bureau of School District Organization (Sacramento: California State Department of Education, August, 1951), pp. 8-17.

group of the largest districts in this grade-span were charted to show any differences in costs which might have been present due to the wide range of average daily attendance among the members of this group. There was a variation in averages of per pupil current expenses in this case, but no trend away from the population-density group average for the grade-span was noted.

There were differences noted in the averages of per pupil current expenses among the three population-density groups when the averages for the same grade-spans were compared. The averages of per pupil current expenses for the grade-span K-8 or 1-8 for population-density groups I, II, and III, respectively, were found to be $202.00, $197.00, and $189.00. The averages of per pupil current expenses for grade-span K-6 or 1-6 for population-density groups II and III, respectively, were found to be $195.00 and $222.00. The averages of current per pupil expenses for grade-span 9-12 for population-density groups I, II, and III, respectively, were $431.00, $342.00, and $341.00. The averages of per pupil current expenses for the grade-span K-12 or 1-12 for the population-density groups I, II, and III, respectively, were $313.00, $267.00, and $242.00. In all of the cases listed here it was noted that with the exception of the K-6 or 1-6 grade-span the averages of

per pupil current expenses tended to decrease from the least densely populated areas toward the most densely populated areas. This was probably a reflection of the first trend noted, in that the most densely populated areas had perforce more large districts than did the least densely populated areas. The greater number of larger districts tended to bring down the averages of per pupil current expenses for the more densely populated population-density groups.

II. CONCLUSIONS

The characteristics of the various sizes of California school districts for the fiscal year 1950-51 found in relation to the averages of per pupil current expenses were the following:

1. The averages of per pupil current expenses for school districts showed a downward trend as the sizes of the districts increased until the mean for the population-density group was reached.

2. The averages of per pupil current expenses for the school districts which were near the population-density group mean showed a variation from the mean as the sizes of the districts increased, but the trend was parallel to the mean.

3. Small school districts with much higher than average per pupil current expenses were found in all grade-spans and in each of the three population-density groups.

CHAPTER IV

CHARACTERISTICS OF VARIOUS SIZES OF CALIFORNIA SCHOOL DISTRICTS IN RELATION TO AVERAGES OF STATE APPORTIONMENTS PER UNIT OF AVERAGE DAILY ATTENDANCE, FISCAL YEAR 1950-51

The average state apportionment per unit of average daily attendance was used here as a characteristic of California school districts to be examined because state apportionments were the principal sources of income in addition to the funds raised by district ad valorem taxes. All other sources of funds were of a relatively minor status.[1] The introduction into this study of the ratios between the averages of per pupil state apportionments and the averages of per pupil current expenses was made to provide an additional examination of the averages of per pupil state apportionments as characteristics of various sizes of school districts. For this reason these two items were considered in this single chapter.

The averages of per pupil state apportionments were calculated for each of the size-groups and for each of the grade-spans in the three population-density groups. These

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[1] Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51 (Sacramento: Office of the State Controller, 1952), p. viii.

data[2] were set out in Table XII, page 50, Table XIII, page 51, and Table XIV, page 52. The same data were presented graphically in Figures 12 through 20, pages 53 through 61. In the Figures the size-groups were shown on the horizontal axes and the averages of state apportionments per unit of average daily attendance were plotted on the vertical axes. The averages for the grade-spans in each population-density group were shown as horizontal lines on each chart.

The ratio between the averages of per pupil state apportionments and the averages of per pupil current expenses was calculated for each of the size-groups and for each of the grade-spans in the three population-density groups. These data were also set out in Tables XII, XIII, and XIV, pages 50 through 52, respectively. These ratios were presented graphically in Figures 21 through 29, pages 62 through 70. In the Figures the size-groups were shown on the horizontal axes and the ratios were plotted on the vertical axes. The average ratios for the grade-spans in each population-density group were shown as horizontal lines on each chart.

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[2] Ibid., pp. 3-89.

TABLE XII

AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

Size-group	Averages of per pupil state apportionments and percentage ratios between averages of per pupil state apportionments and averages of per pupil current costs in population-density					
	Group I		Group II		Group III	
	Average	Ratio*	Average	Ratio*	Average	Ratio*
1-10	$399.88	60.1%	$352.47	69.1%	$315.18	65.5%
11-25	173.47	58.1	175.29	60.6	159.36	44.6
26-50	136.40	58.2	148.70	59.6	137.39	51.4
51-75	140.00	61.2	138.12	62.5	115.20	52.2
76-100	134.97	64.9	120.61	51.9	120.86	54.4
101-150	117.88	59.3	126.67	61.2	114.89	56.0
151-200	134.05	71.9	129.64	59.7	119.84	53.2
201-250	135.34	64.1	128.53	65.7	111.33	55.5
251-300	135.97	80.8	132.45	69.9	116.78	64.8
301-350	133.18	63.8	127.96	58.5	126.62	63.6
351-400	137.36	72.0	148.95	78.9	132.54	67.1
401-450	118.32	69.8	136.74	76.5	119.77	62.9
451-500	None	None	131.14	72.9	122.48	70.7
501-550	120.84	60.3	123.69	63.7	118.99	55.2
551-600	131.76	77.0	116.85	64.2	137.07	76.6
601-over	121.24	64.9	None	None	None	None
601-700	None	None	139.35	75.8	124.95	68.1
701-800	None	None	133.64	73.7	126.92	73.2
801-900	None	None	146.80	82.2	122.14	64.5
901-1000	None	None	132.01	62.2	133.63	75.7
1001-1500	None	None	131.40	72.0	119.87	65.4
1501-2000	None	None	123.01	58.3	113.77	59.7
2001-2500	None	None	131.03	76.8	137.43	78.0
2501-3000	None	None	133.70	74.8	141.54	79.2
3001-3500	None	None	125.29	69.9	118.99	60.2
3501-over	None	None	123.16	64.9	117.18	62.7
Total	$202.44	66.2%	$130.93	66.4%	$121.20	64.2%

* This ratio was computed by dividing the per pupil current expense into the per pupil state apportionment for each group.

TABLE XIII

AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51 GRADE-SPAN 9-12

Size-group	Averages of per pupil state apportionments and percentage ratios between averages of per pupil state apportionments and averages of per pupil current costs in population-density Group I Average	Group I Ratio*	Group II Average	Group II Ratio*	Group III Average	Group III Ratio*
1-50	$522.98	49.8%	$ None	None	$506.33	57.9%
51-100	277.61	47.0	265.38	45.1%	None	None
101-150	259.53	46.4	205.52	40.7	216.91	42.0
151-200	194.99	45.6	182.62	41.5	156.37	33.4
201-250	None	None	134.63	31.7	134.95	27.3
251-300	130.51	34.2	133.31	34.0	117.18	22.1
301-400	132.64	33.9	132.67	36.7	132.27	32.6
401-500	126.47	35.0	136.65	42.5	124.39	36.7
501-600	None	None	130.72	37.7	132.09	38.5
601-700	110.85	32.1	126.00	35.4	117.98	32.5
701-800	None	None	119.47	35.0	127.31	39.0
801-900	None	None	126.32	36.1	114.45	32.9
901-1000	None	None	None	None	102.43	29.9
1001-1200	None	None	132.54	40.5	107.41	33.1
1201-1400	184.33	39.5	145.00	53.5	131.51	41.2
1401-1600	None	None	153.17	49.9	117.60	30.9
1601-2000	None	None	126.88	44.0	146.75	55.8
2001-2400	None	None	None	None	None	None
2401-2800	None	None	124.21	42.3	None	None
2801-over	None	None	None	None	118.28	36.9
Total	$163.73	37.9%	$137.10	40.0%	$121.44	35.6%

* This ratio was computed by dividing the per pupil current expense into the per pupil state apportionment for each group.

TABLE XIV

AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

	Averages of per pupil state apportionments and percentage ratios between averages of per pupil state apportionments and averages of per pupil current costs in population-density					
Size-group	Group I Average	Group I Ratio*	Group II Average	Group II Ratio*	Group III Average	Group III Ratio*
1-300	$177.51	49.6%	$214.88	56.0%	$ None	None
301-600	188.76	59.4	156.94	52.2	166.53	61.5%
601-900	185.96	56.8	123.84	41.0	115.43	32.8
901-1000	None	None	128.84	35.4	102.48	36.4
1001-1500	105.89	39.5	167.35	68.3	143.48	52.8
1501-2000	None	None	116.81	44.6	101.04	38.2
2001-2500	None	None	35.55	14.3	94.91	37.4
2501-3000	140.82	44.1	None	None	113.87	46.3
3001-3500	None	None	126.28	51.6	104.02	44.8
3501-4000	None	None	154.06	77.0	119.32	42.1
4001-4500	None	None	None	None	None	None
4501-5000	None	None	None	None	80.39	35.1
5001-5500	None	None	None	None	121.12	61.3
5501-6000	None	None	None	None	95.02	34.5
6001-over	None	None	None	None	113.53	49.1
Total	$147.74	47.2%	$129.76	48.6%	$112.18	46.3%
8,124	None	None	None	None	$123.12	60.7%
9,523	None	None	None	None	136.07	61.6
12,940	None	None	None	None	114.91	42.5
13,642	None	None	None	None	101.52	46.1
14,202	None	None	None	None	103.20	45.2
Total	$ None	None	$ None	None	$113.53	49.1%

* This ratio was computed by dividing the per pupil current expense into the per pupil state apportionment for each group.

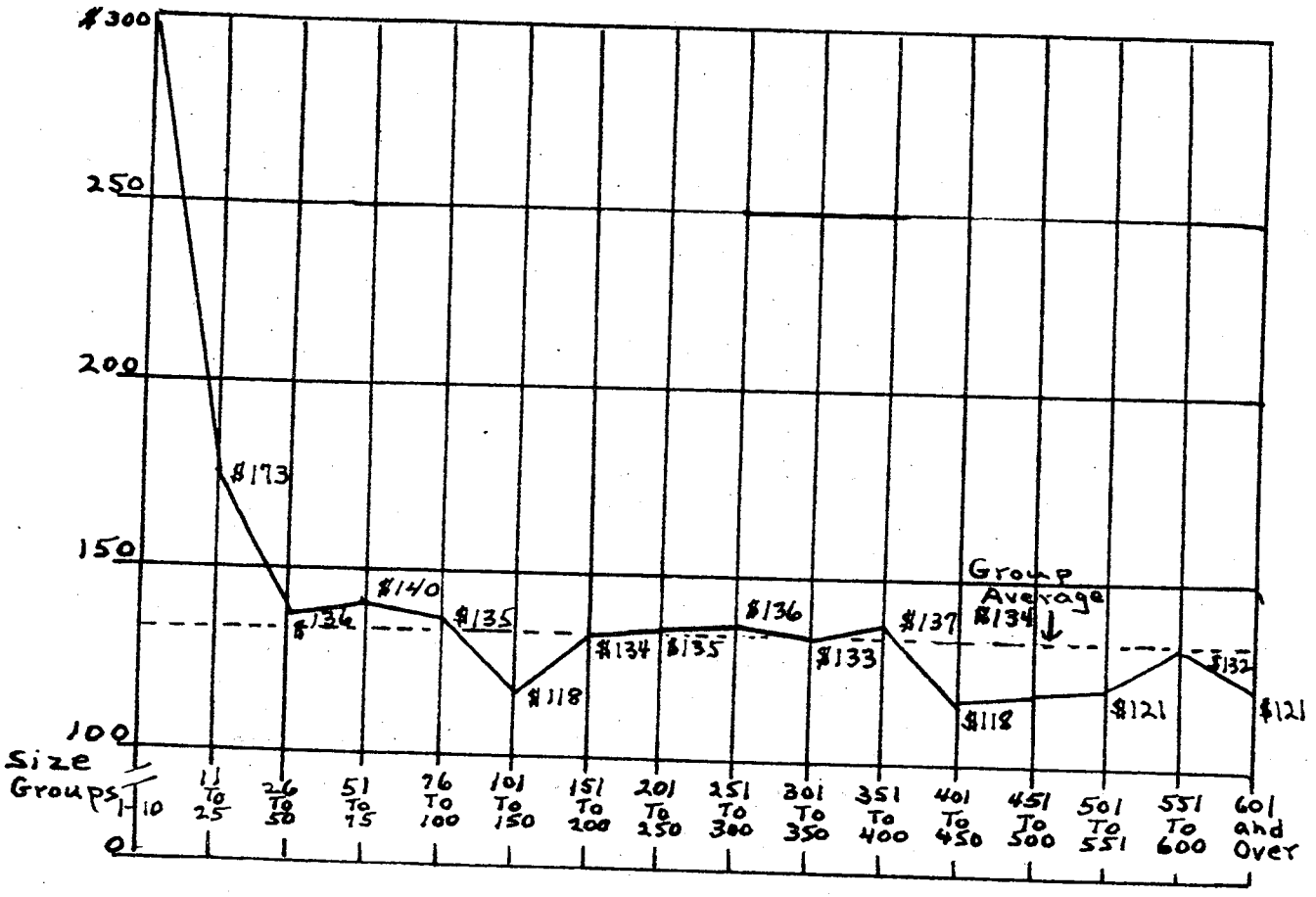

FIGURE 12

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

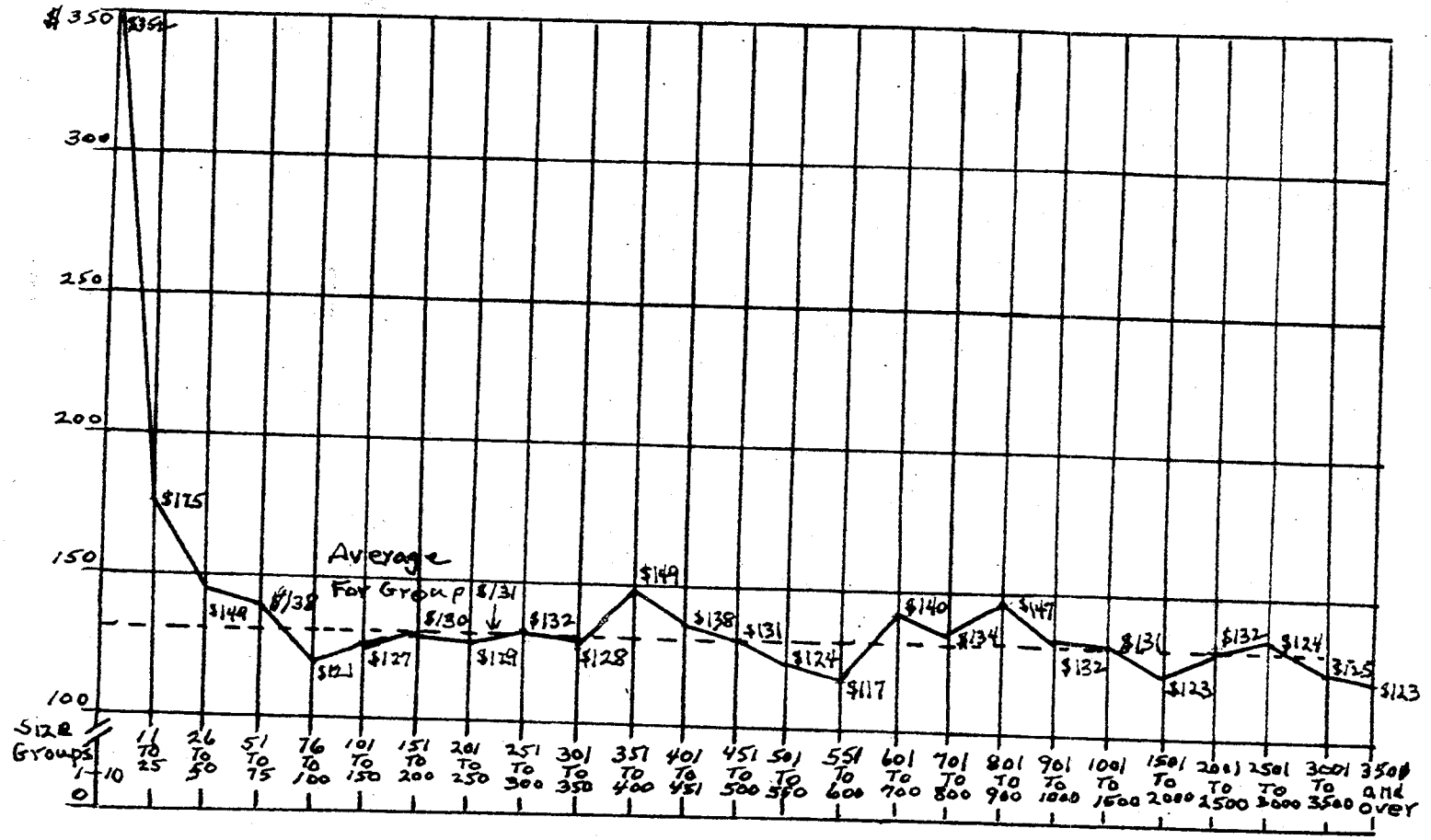

FIGURE 13

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

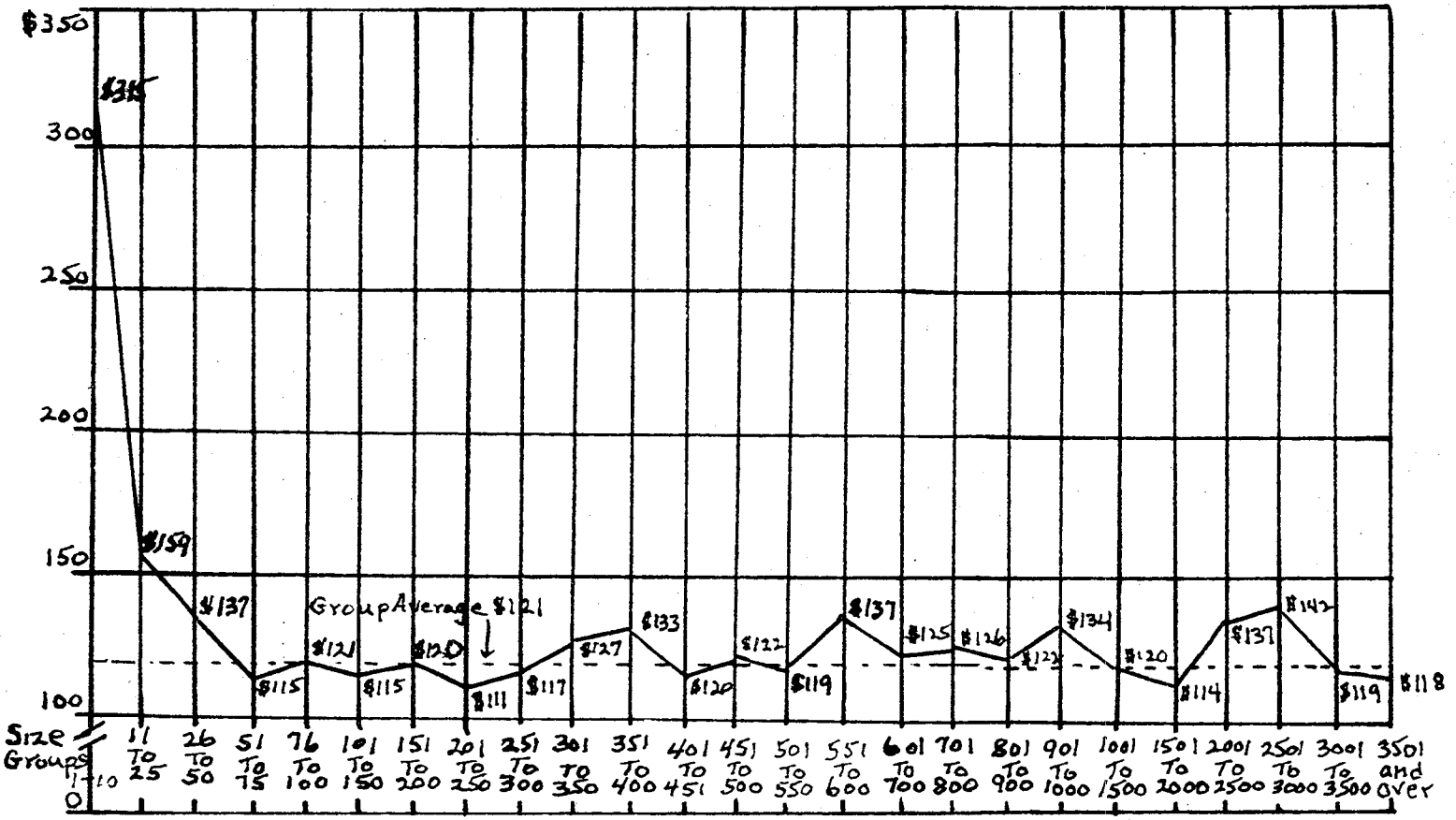

FIGURE 14

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

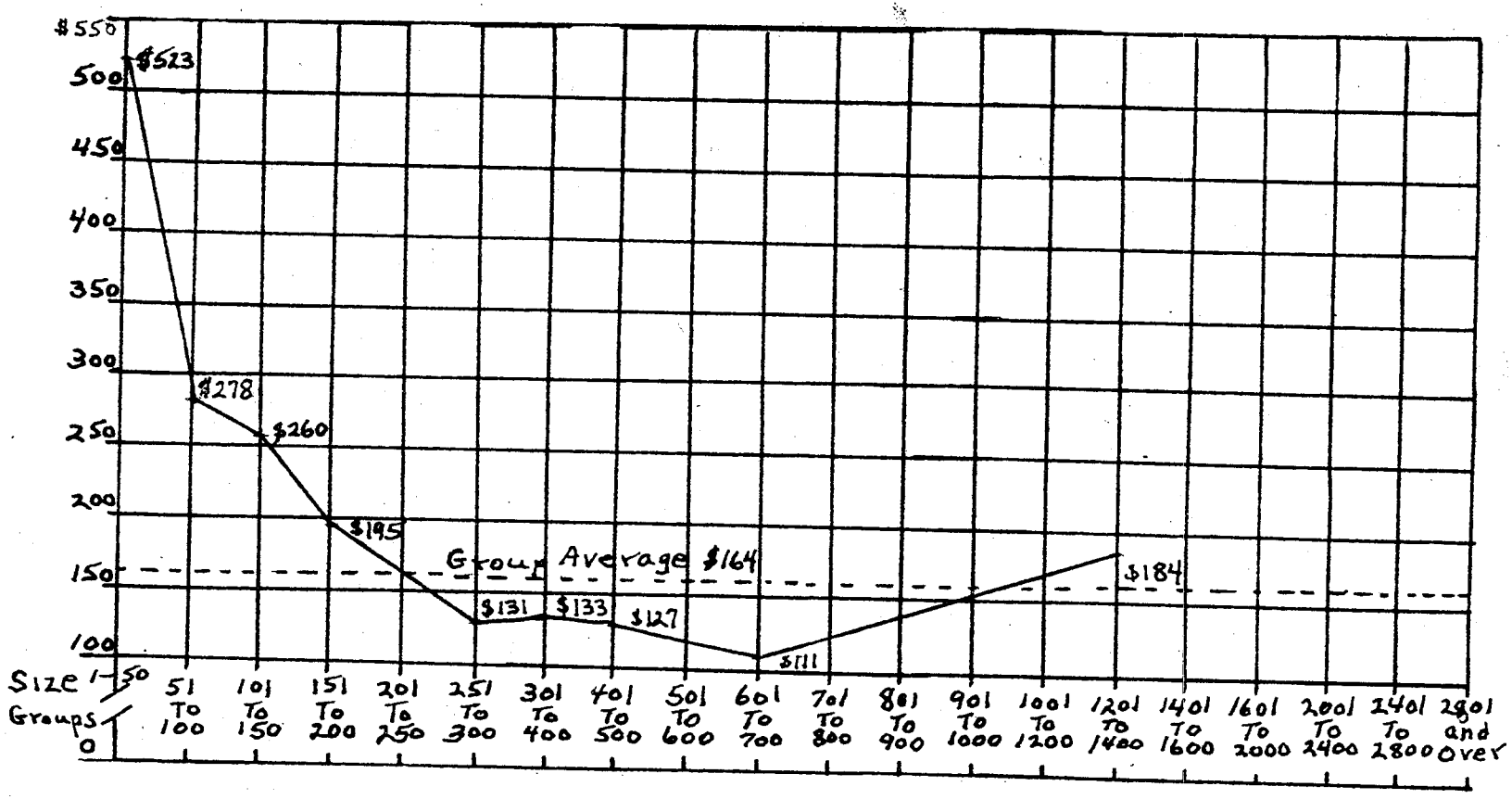

FIGURE 15

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

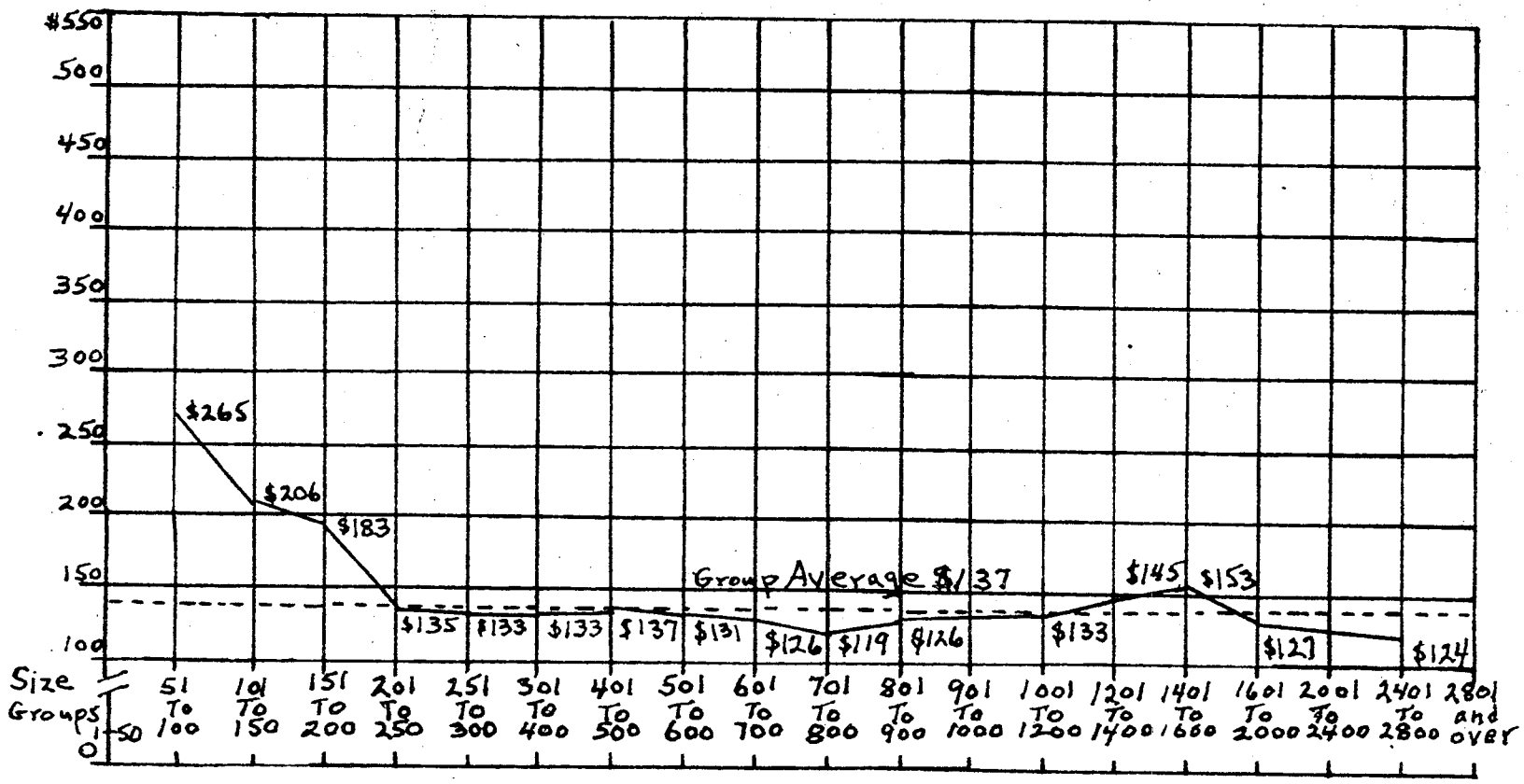

FIGURE 16

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

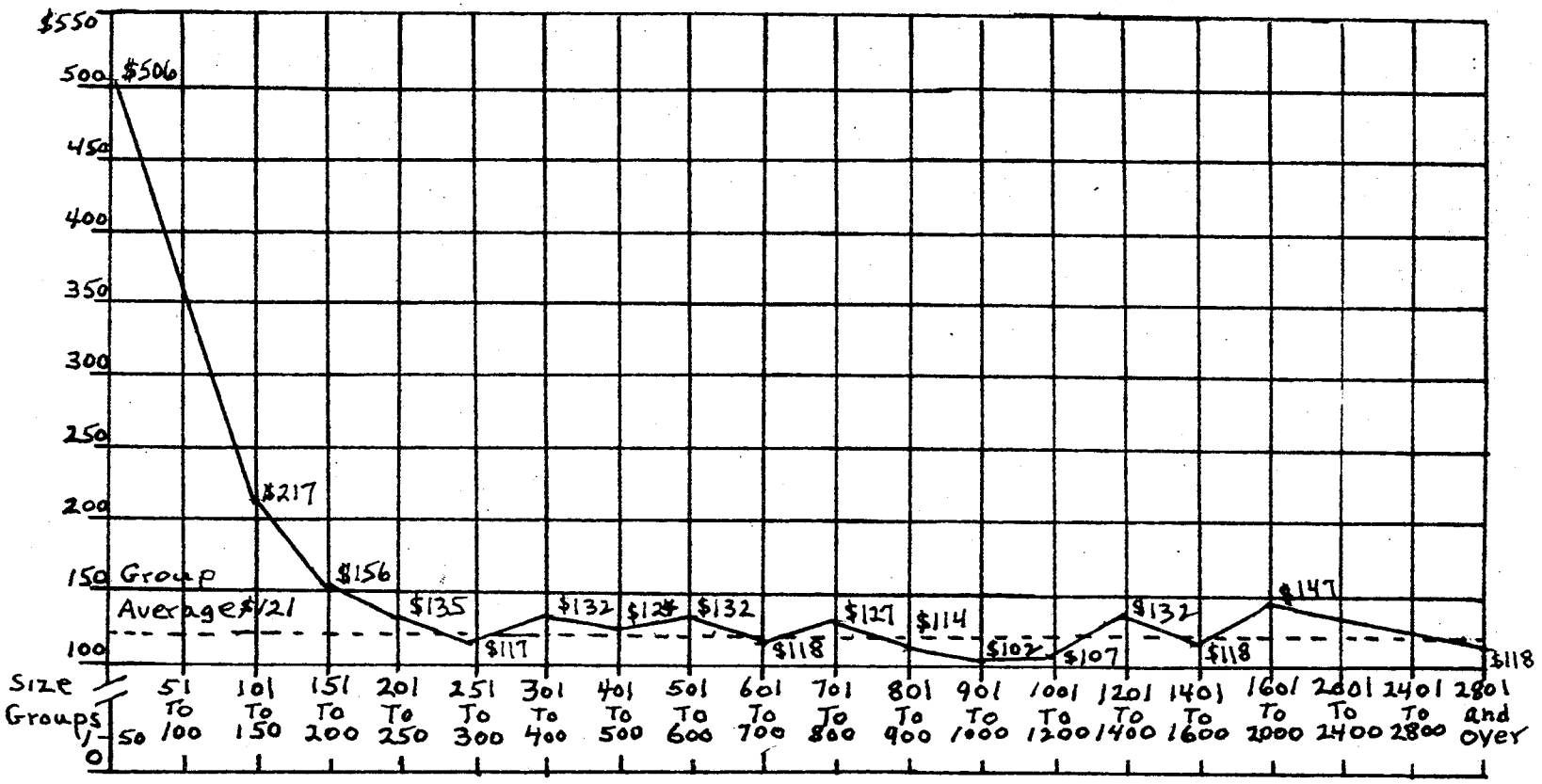

FIGURE 17

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

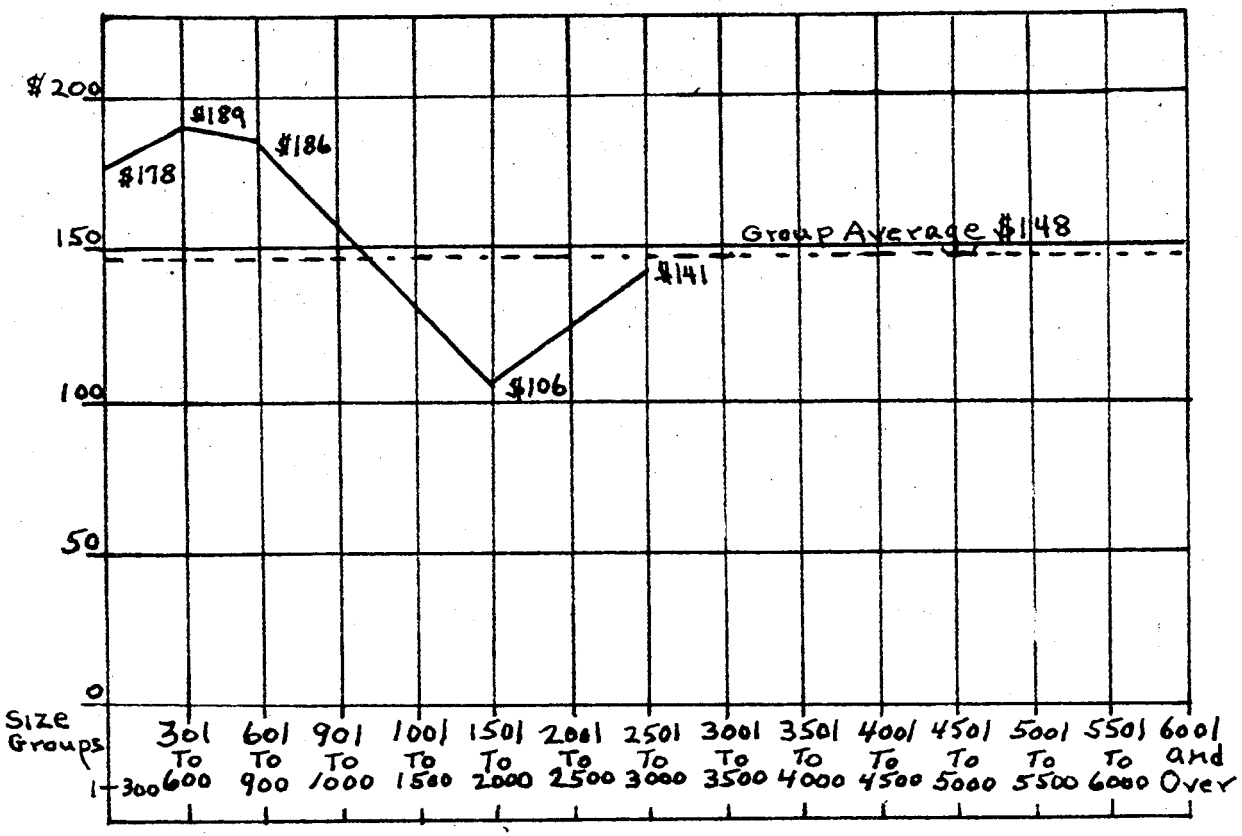

FIGURE 18

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

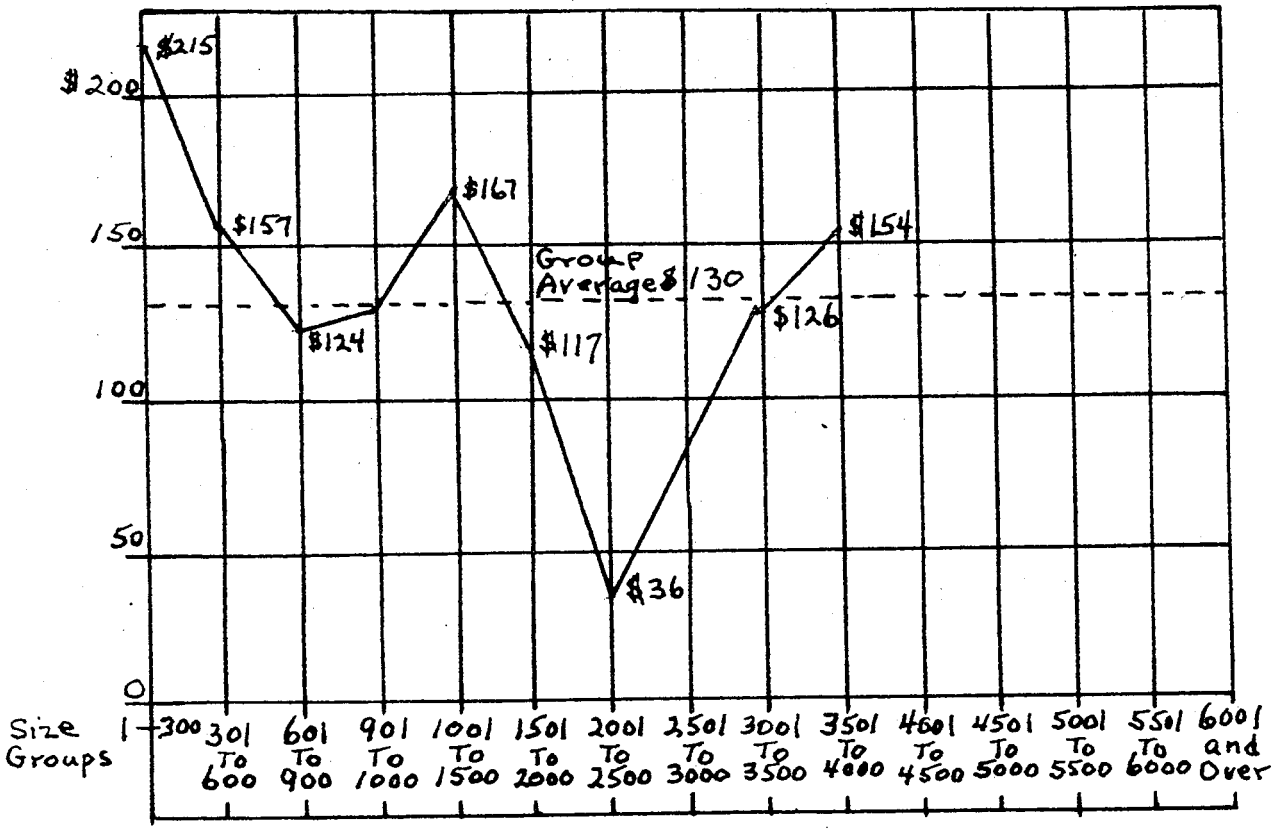

FIGURE 19

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

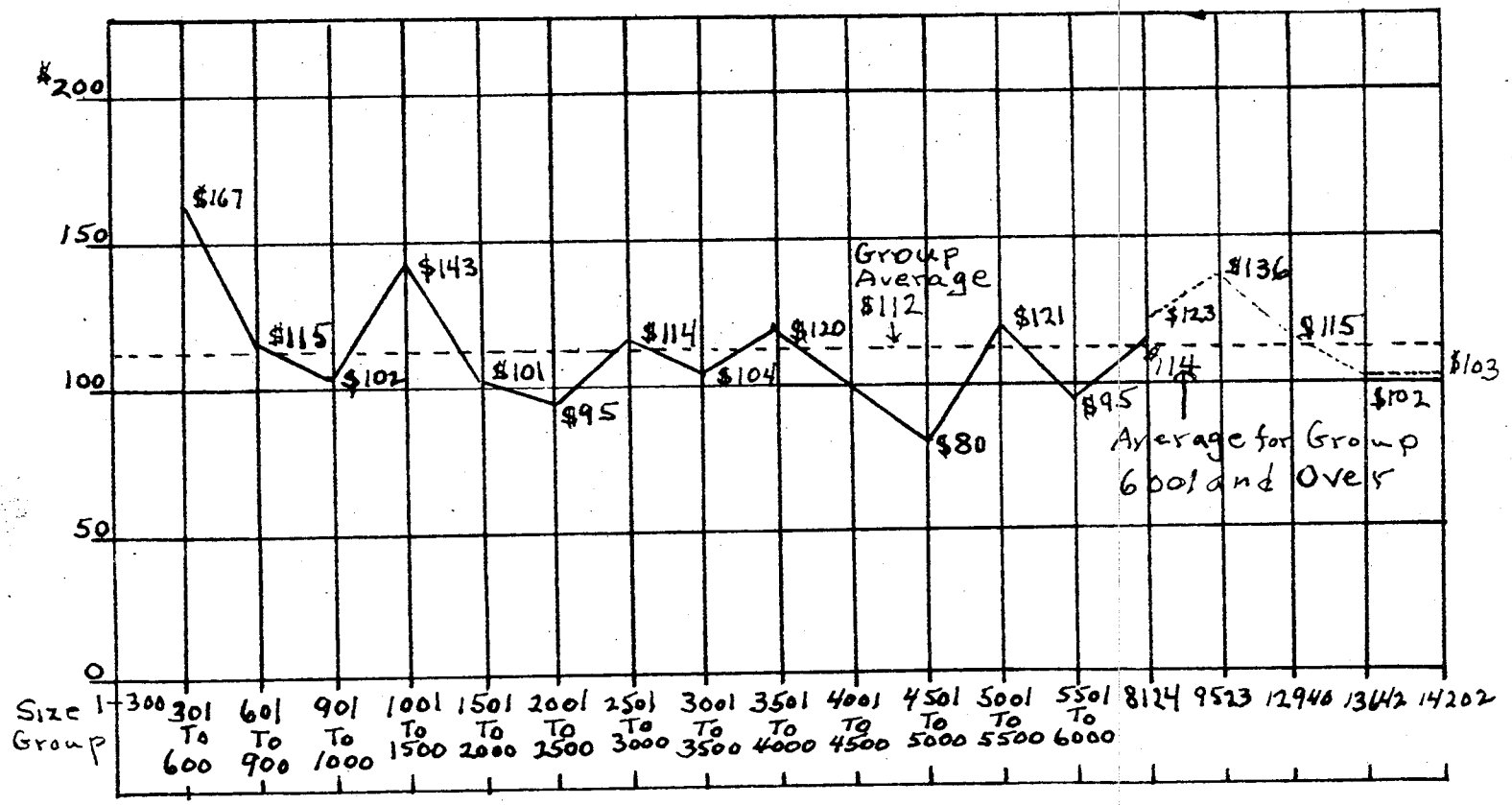

FIGURE 20

AVERAGES OF PER PUPIL STATE APPORTIONMENTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

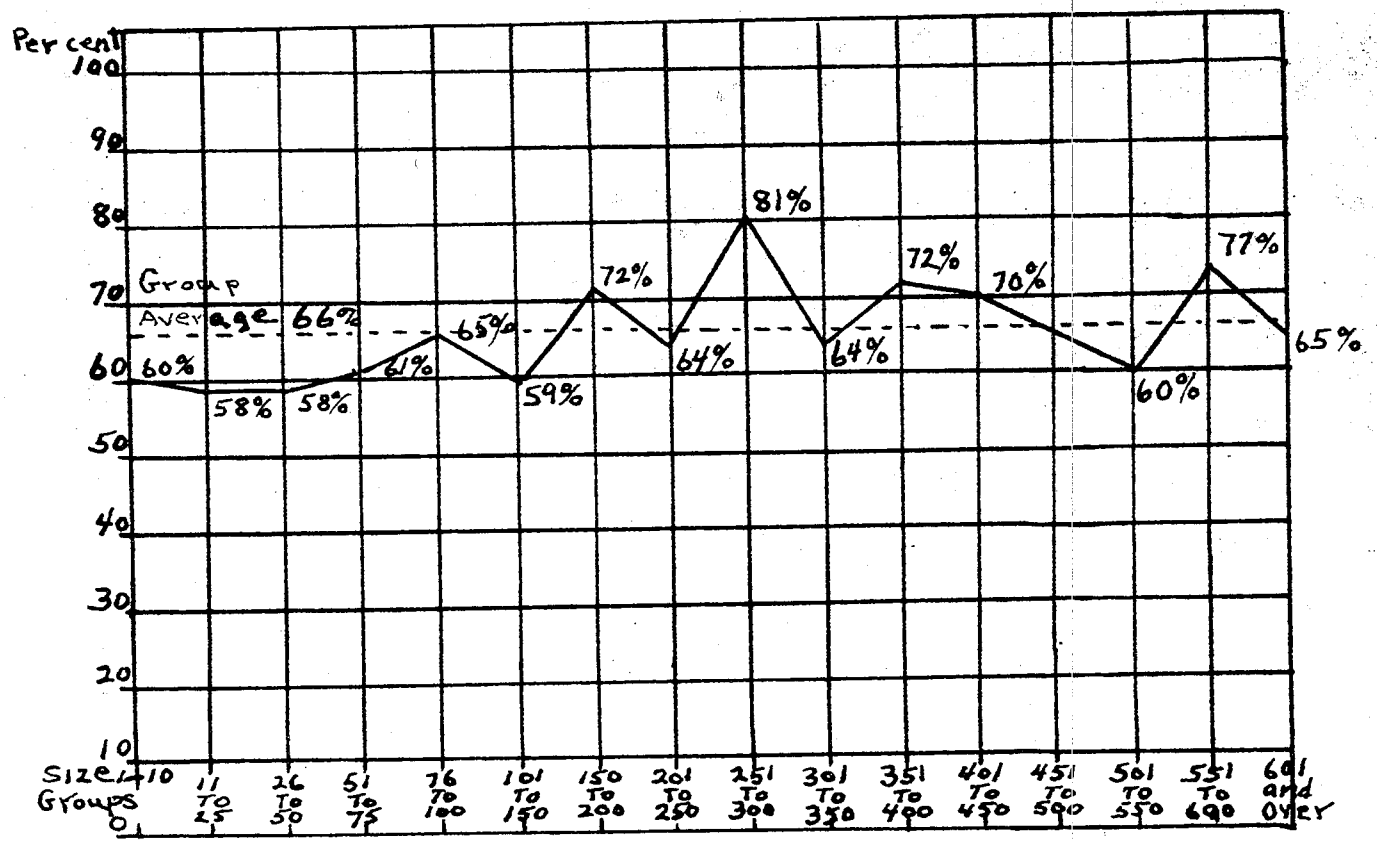

FIGURE 21

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

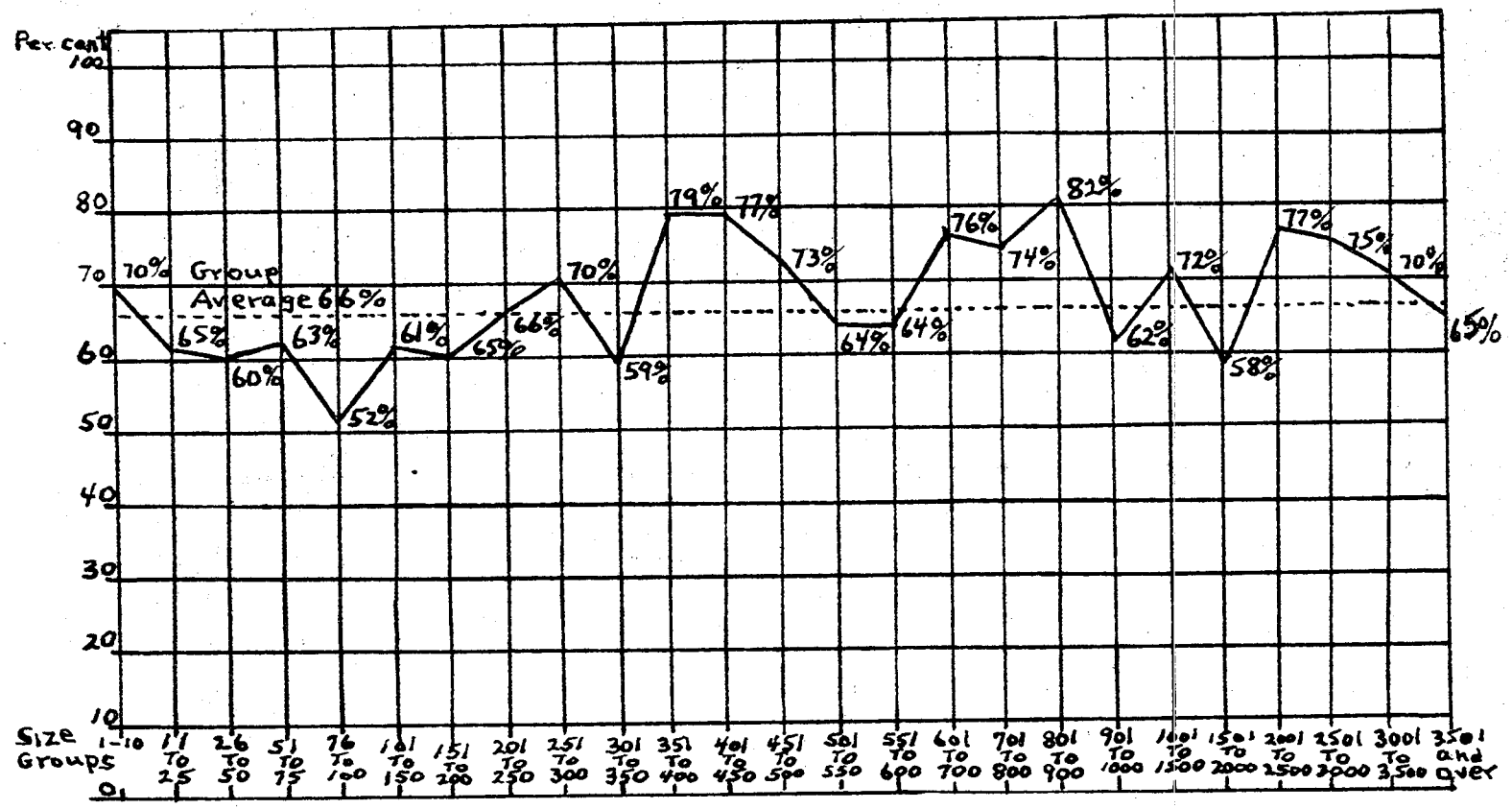

FIGURE 22

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

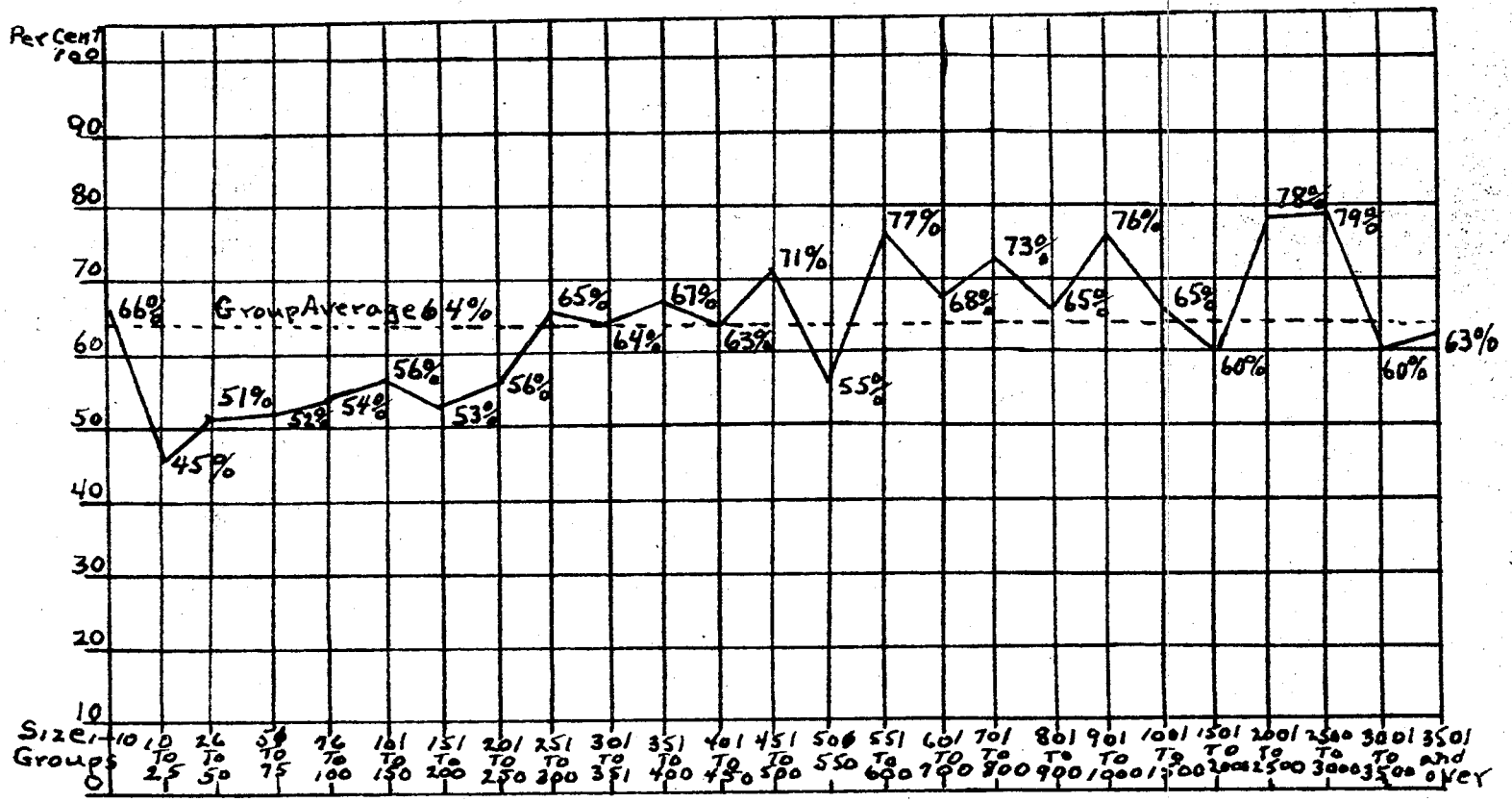

FIGURE 23

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE SPAN K-8 OR 1-8

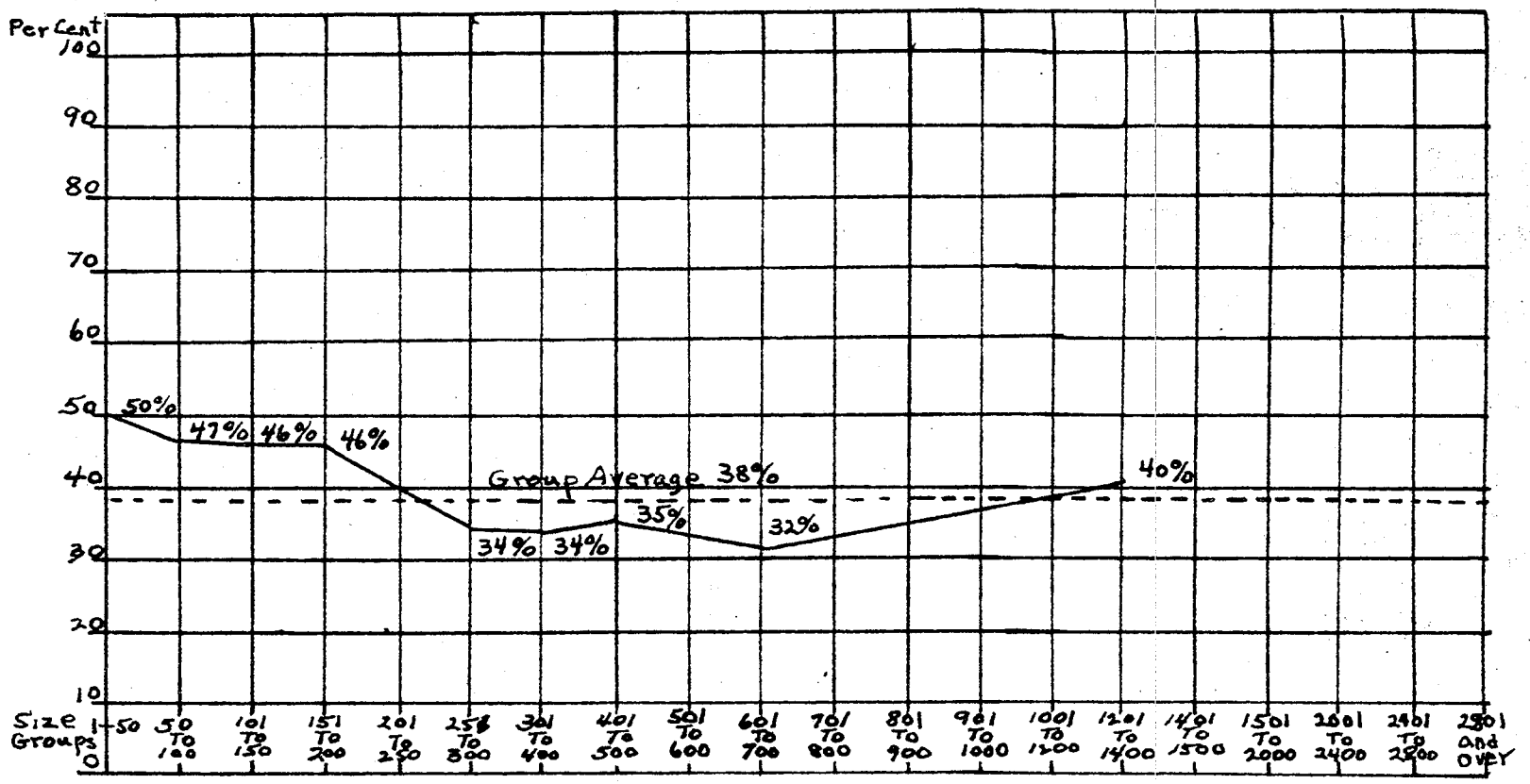

FIGURE 24

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

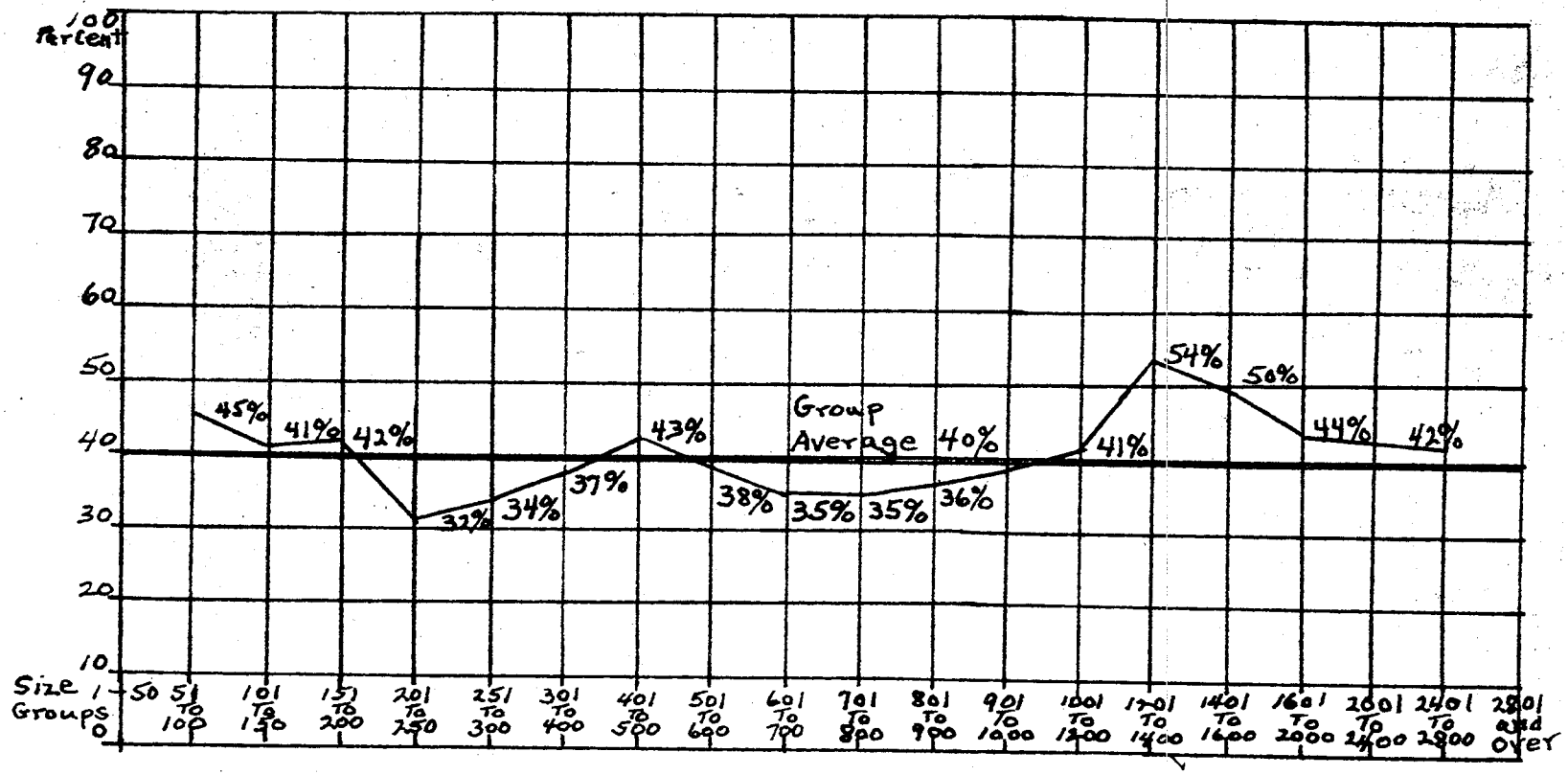

FIGURE 25

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

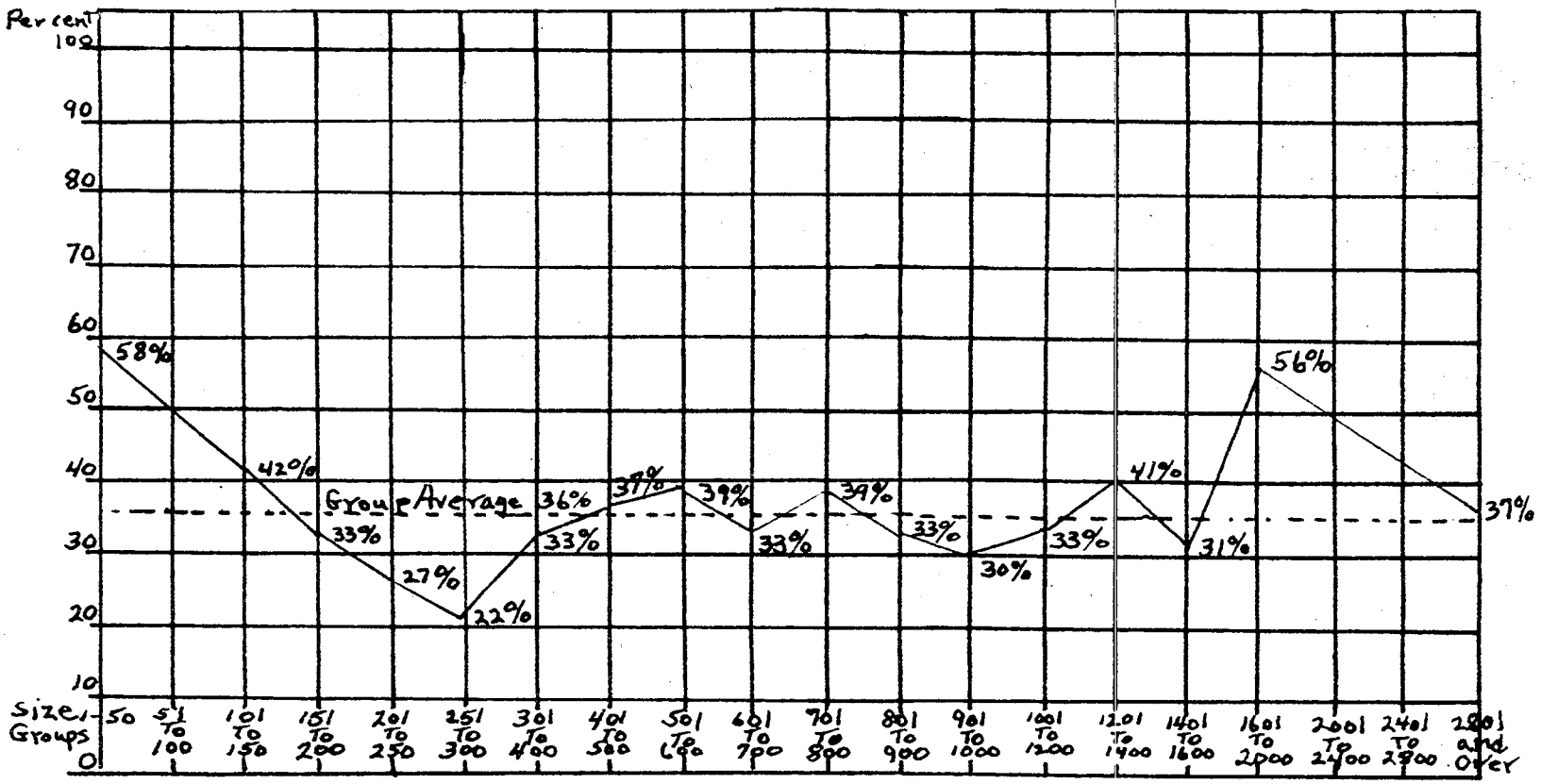

FIGURE 26

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENT AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

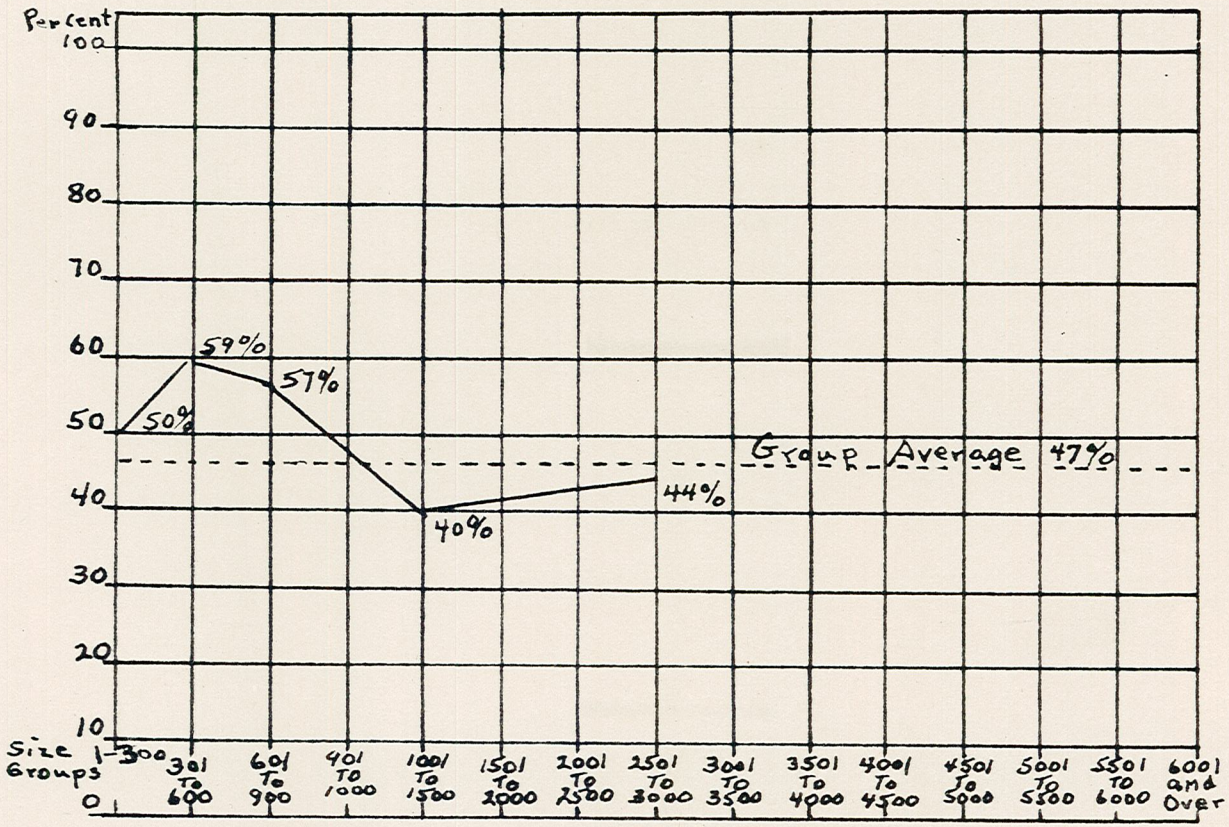

FIGURE 27

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

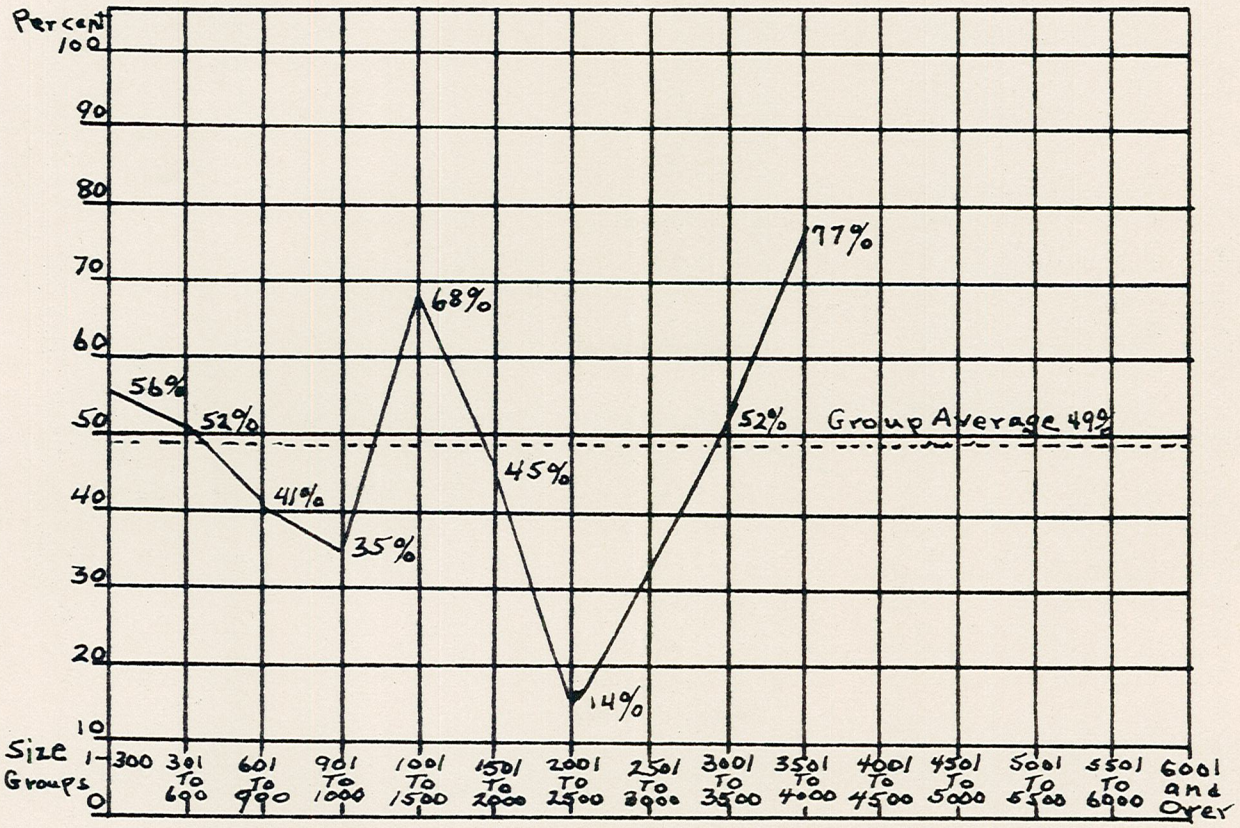

FIGURE 28

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

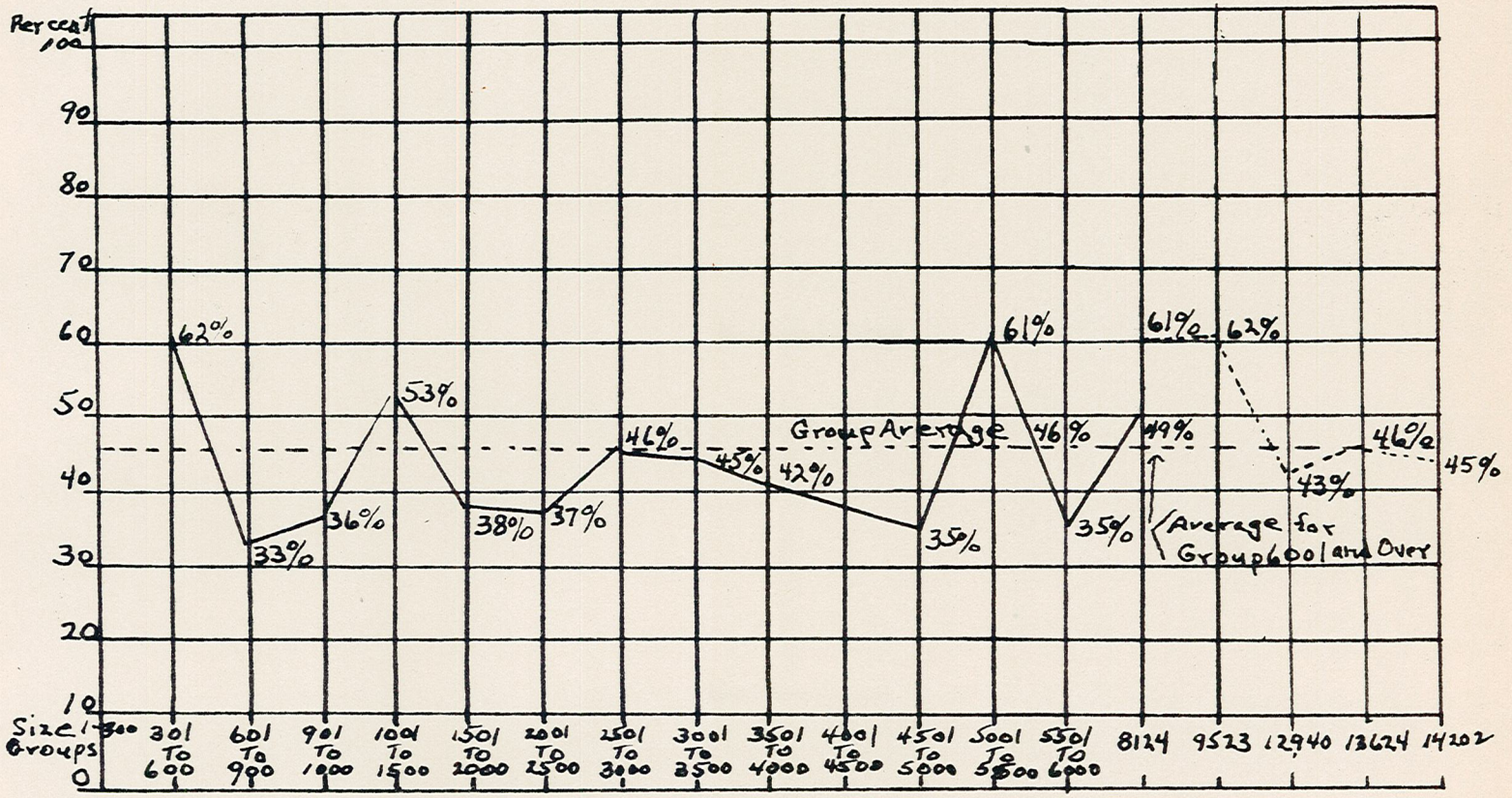

FIGURE 29

PERCENTAGE RATIOS BETWEEN AVERAGES OF PER PUPIL STATE APPORTIONMENTS AND AVERAGES OF PER PUPIL CURRENT COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

The state apportionments to school districts reported as maintaining grade-span K-6 or 1-6 included money which was used to aid in paying for education through grade eight. This made necessary the transfer of funds by these elementary school districts to high school districts or to other school districts which maintained grades seven and eight. The average daily attendance figures reported for all of the grade-spans represented the actual attendance figures for the grade-span given and were not necessarily those used by the state in its calculation of state apportionments for the districts, where transfers of funds were shown in the report of the State Controller. Thus, the averages of per pupil current expenses calculated from these figures presented a true picture, while averages of per pupil state apportionments calculated in the same manner did not.[3] For this reason, all districts which showed transfers of an amount greater than that equal to 1 per cent of the total income of the district were eliminated from the calculations of the averages of per pupil state apportionments. This resulted in the complete elimination of the grade-span K-6 or 1-6 from consideration in this chapter.

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3 Ibid., pp. viii, and 3-89.

I. INTERPRETATION OF THE DATA

A study of the charts, Figures 12 through 17, pages 53 through 58, of the averages of state apportionments with the exception of those for the K-12 or 1-12 grade-span, showed the relatively higher averages of per pupil state apportionments made to those same average daily attendance groups as showed the higher than average per pupil current expenses in the preceding chapter. These were the districts reporting the smallest average daily attendance. The averages of per pupil state apportionments on these same charts showed a downward trend as the averages of daily attendance of the districts increased toward the averages for the population-density groups until the average lines were first crossed. After the group averages were crossed there were variations in the averages of per pupil state apportionments, but the trends, as the sizes of the districts increased, were noted to have been roughly parallel to the averages for the population-density groups.

In the charts for the grade-span K-12 or 1-12, Figures 18 through 20, pages 59 through 61, the variations above and below the averages for the population-density groups were about the same for the district size-groups, regardless of whether they were relatively small or relatively large districts. Thus, variations in the

averages of per pupil state apportionments for grade-span K-12 or 1-12 were shown, but the trend as the size of the school districts increased remained parallel with the population-density group means. This was thought to be due to the more careful and recent organization of the districts which maintained grade-span K-12 or 1-12.

It was noted that there were districts which maintained small schools that received much higher than average per pupil state apportionments in all population-density groups and in all grade-spans with the exception of the grade-span K-12 or 1-12.

There were differences noted among the averages of per pupil state apportionments for the three population-density groups when comparisons were made within the same grade-span. The averages of per pupil state apportionments for the grade-span K-8 or 1-8 for population-density groups I, II, and III, respectively, were $134.00, $131.00, and $121.00. The same averages for grade-span 9-12 were, respectively, $164.00, $137.00, and $121.00. These averages for grade-span K-12 or 1-12 were, respectively, $148.00, $130.00, and $112.00. In all of the cases listed here it was noted that the averages of per pupil state apportionments tended to decrease from the least densely populated areas toward the more densely populated areas.

This was thought to be a reflection of the like trend of the averages of per pupil current costs.

In the charts of the ratios between the averages of per pupil state apportionments and the averages of per pupil current expenses, Figures 21 through 23, pages 62 through 64, there was a trend observable which deviated from the population-density group averages. This was a gradual upward trend as the sizes of the districts increased, in each of the charts of these percentages for grade-span K-8 or 1-8. Here it was noticeable that as the sizes of the districts increased the percentages of the averages of per pupil current expenses represented by the averages of per pupil state apportionments were higher. Earlier in this chapter it was noted that the averages of per pupil state apportionments were larger in the cases of the districts with the relatively small averages of daily attendance. Here it was noted that these larger averages of per pupil state apportionments actually represented smaller percentages of the averages of per pupil current costs than were those percentages received by the larger districts.

The districts in grade-spans 9-12 and K-12 or 1-12 in all three population-density groups showed different characteristics in relation to the percentage ratios than

did the districts in grade-span K-8 or 1-8. The charts for grade-spans 9-12 and K-12 or 1-12, Figures 24 through 29, pages 65 through 70, showed variations for the percentages ratios from the averages of the population-density groups and trends as the sizes of the districts increased parallel to the averages for the population-density groups.

The averages of the percentage ratios for the population-density groups ranged from 64 per cent to 66 per cent for the K-8 or 1-8 grade-span, 36 per cent to 40 per cent for the 9-12 grade-span, and 46 per cent to 49 per cent for the K-12 or 1-12 grade-span. The same percentage ratio computed on a state-wide basis for all grade levels was 46 per cent.[4]

II. CONCLUSIONS

The characteristics of the various sizes of California school districts for the fiscal year 1950-51 found in relation to the averages of per pupil state apportionments were the following:

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[4] Ibid., p. viii.

1. The averages of per pupil state apportionments for California school districts, with the exception of those maintaining a K-12 or 1-12 grade-span, showed a downward trend as the sizes of the districts increased until the population-density group mean was reached.

2. The averages of per pupil state apportionments for California school districts maintaining a K-12 or 1-12 grade-span showed variations from the population-density group mean, but the trend as the sizes of the districts increased was parallel to the mean.

3. The averages of per pupil state apportionments which were near the population-density group mean showed variations from the mean, but the trend as the sizes of the districts increased was parallel to the mean.

4. The small school districts with much higher than average per pupil current expenses were found to have received averages of per pupil state apportionments higher than the population-density group means, but the averages of per pupil state apportionments to these smaller school districts were found to be smaller percentages of the averages of per pupil current expenses than the percentage means of the population-density groups.

5. The averages of per pupil state apportionments were found to become larger percentages of the averages of

per pupil current expenses as the sizes of the districts maintaining a K-8 or 1-8 grade-span increased.

6. The percentage ratios between the averages of per pupil state apportionments and the averages of per pupil current expenses for districts maintaining either a 9-12 or a K-12 or 1-12 grade-span showed variations from the percentage means of the population-density groups, but the trend as the sizes of the districts increased was parallel to the percentage means for the groups.

CHAPTER V

CHARACTERISTICS OF VARIOUS SIZES OF CALIFORNIA SCHOOL DISTRICTS IN RELATION TO AVERAGES OF TRANSPORTATION COSTS PER UNIT OF AVERAGE DAILY ATTENDANCE, FISCAL YEAR 1950-51

The average per pupil transportation expenses was used here as a characteristic of school districts because it was considered as an index to the efficiency of the location in relation to the residence of the pupils of the attendance centers maintained by the school districts. Since this transportation ratio was calculated by dividing the total average daily attendance of the districts into the reported costs of transportation of the districts,[1] it was not intended as an index to the comparative efficiency of the transportation operations of the school districts. The assumption was that the more poorly located the attendance centers were, in the groups of districts considered, the higher the averages of per pupil transportation costs would be. The averages of per pupil transportation costs were calculated for each of the size-groups and for each of the grade-spans in the three

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[1] Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51 (Sacramento: Office of the State Controller, 1952), pp. 90-130.

population-density groups. These data were set out in Tables XV, page 80, XVI, page 81, and XVII, page 82. These same data were presented graphically in Figures 30 through 40, pages 83 through 93. In the Figures, the size-groups were shown on the horizontal axes and the averages of per pupil transportation costs were plotted on the vertical axes. The averages for the grade-spans in each of the population-density groups were shown as horizontal lines on each chart. The source for the basic data for these Tables and Figures was the Report of the Office of the State Controller.[2]

I. INTERPRETATION OF THE DATA

A study of the charts of the averages of transportation costs per unit of average daily attendance in this chapter showed, generally, a downward trend as the sizes of the school districts increased. A comparison of the averages of transportation costs for each of the grade-spans reaffirmed this trend, in that these averages tended to decrease as the density of population increased. This comparison was made among the three population-density groups within each separate grade-span.

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2 Office of the State Controller, Loc. cit.

TABLE XV

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPANS K-8 OR 1-8 AND K-6 OR 1-6

Size-group	Averages of per pupil transportation costs Grade-span K-8 or 1-8 population-density group I	group II	group III	Grade-span K-6 or 1-6 population-density group II	group III
1-10	$ 18.87	$ 29.00	$ 4.54	$ 10.50	$ None
11-25	25.40	19.93	18.09	22.82	None
26-50	18.44	18.02	21.66	29.87	2.03
51-75	25.96	20.23	13.16	9.34	19.78
76-100	22.91	21.50	17.59	12.38	None
101-150	19.98	16.47	15.60	9.69	23.63
151-200	21.50	16.20	19.40	13.23	13.66
201-250	17.88	15.42	13.74	14.78	20.86
251-300	7.40	16.49	10.59	11.21	18.84
301-350	10.05	16.79	12.57	10.72	9.56
351-400	1.06	12.27	11.32	7.91	None
401-450	6.00	9.34	11.22	7.98	10.97
451-500	None	11.55	8.30	13.22	7.15
501-550	6.32	9.83	11.90	11.56	4.64
551-600	3.61	8.66	10.11	9.06	None
601-over	6.08	None	None	None	None
601-700	None	10.27	9.34	22.39	3.74
701-800	None	7.46	7.10	13.50	4.58
801-900	None	7.38	8.84	12.84	None
901-1000	None	11.76	9.71	0.13	None
1001-1500	None	6.88	7.54	6.47	10.36
1501-2000	None	7.49	6.17	5.26	4.88
2001-2500	None	0.49	5.71	3.28	None
2501-3000	None	4.50	7.41	None	1.84
3001-3500	None	6.50	4.53	1.37	None
3501-over	None	3.71	3.75	2.21	4.11
Total	$ 12.46	$ 9.75	$ 7.74	$ 6.48	$ 4.44

TABLE XVI

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

Size-group	Averages of per pupil transportation costs in population-density group I	group II	group III
1-50	$ 248.94	$ None	$ 81.73
51-100	18.69	53.88	None
101-150	65.78	60.89	60.69
151-200	73.26	36.90	44.62
201-250	None	22.59	46.23
251-300	30.03	25.49	41.36
301-400	37.97	21.32	33.94
401-500	47.86	16.51	21.18
501-600	None	24.55	20.62
601-700	35.22	19.89	21.18
701-800	None	18.26	15.61
801-900	None	28.04	18.57
901-1000	None	None	17.23
1001-1200	None	26.51	16.74
1201-1400	43.27	10.95	17.42
1401-1600	None	18.22	19.27
1601-2000	None	20.49	18.30
2001-2400	None	None	None
2401-2800	None	16.13	7.16
2801-over	None	None	8.40
Total	$ 46.58	$ 23.09	$ 15.44

TABLE XVII

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

Size-group	Averages of per pupil transportation costs in population-density group I	group II	group III
1-300	$ 19.35	$ 18.14	$ None
301-600	28.85	29.20	16.63
601-900	45.53	19.23	10.79
901-1000	None	18.49	13.35
1001-1500	9.95	29.91	10.34
1501-2000	None	8.84	5.14
2001-2500	None	2.67	1.11
2501-3000	33.32	None	4.40
3001-3500	None	8.03	2.48
3501-4000	None	10.31	.53
4001-4500	None	None	None
4501-5000	None	None	5.86
5001-5500	None	None	1.38
5501-6000	None	None	3.37
6001-over	None	None	2.26
Total	$ 28.95	$ 15.82	$ 3.21
8,124	None	None	$ 10.42
9,523	None	None	.89
12,940	None	None	.57
13,642	None	None	1.92
14,202	None	None	.37
Total	None	None	$ 2.26

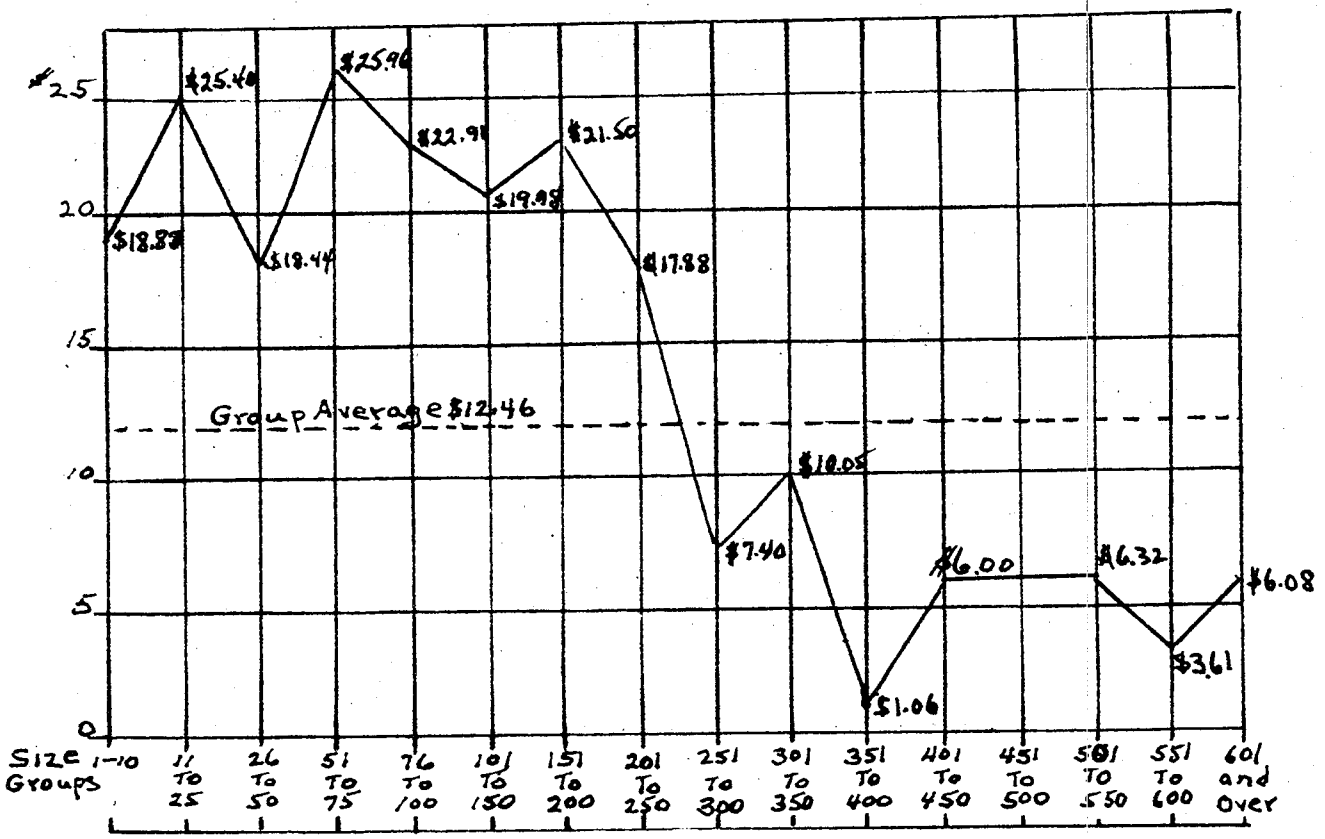

FIGURE 30

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

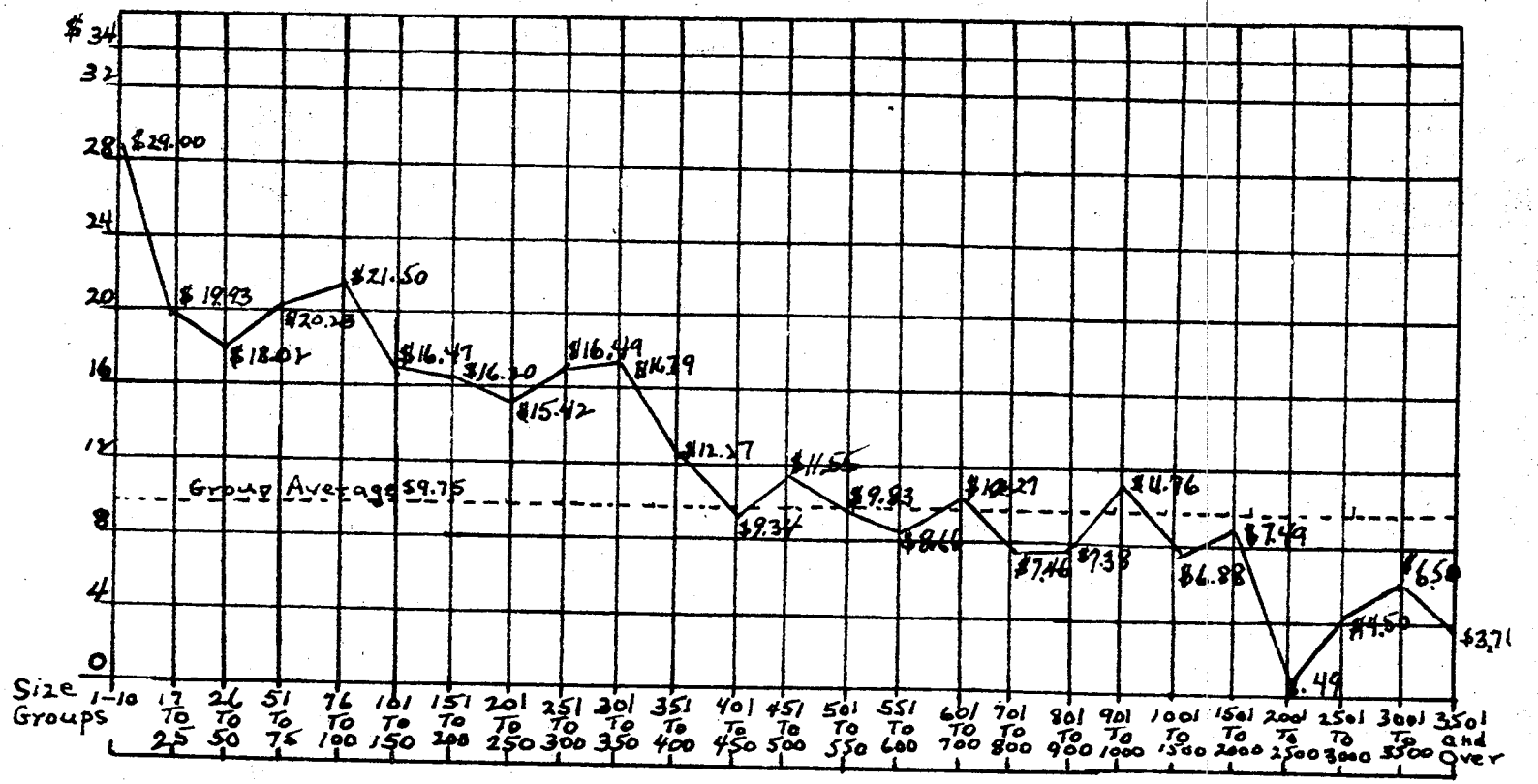

FIGURE 31

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

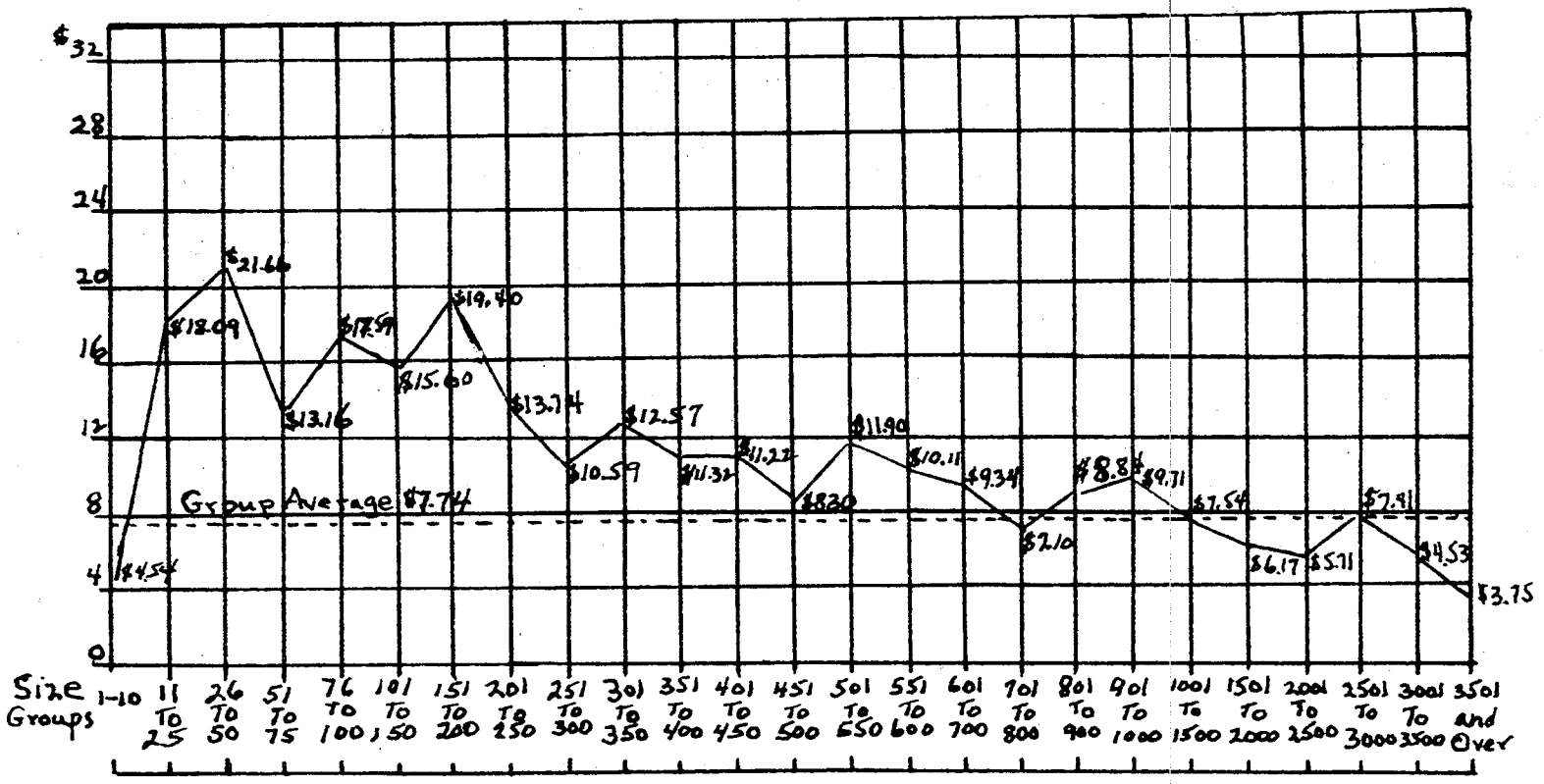

FIGURE 32

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

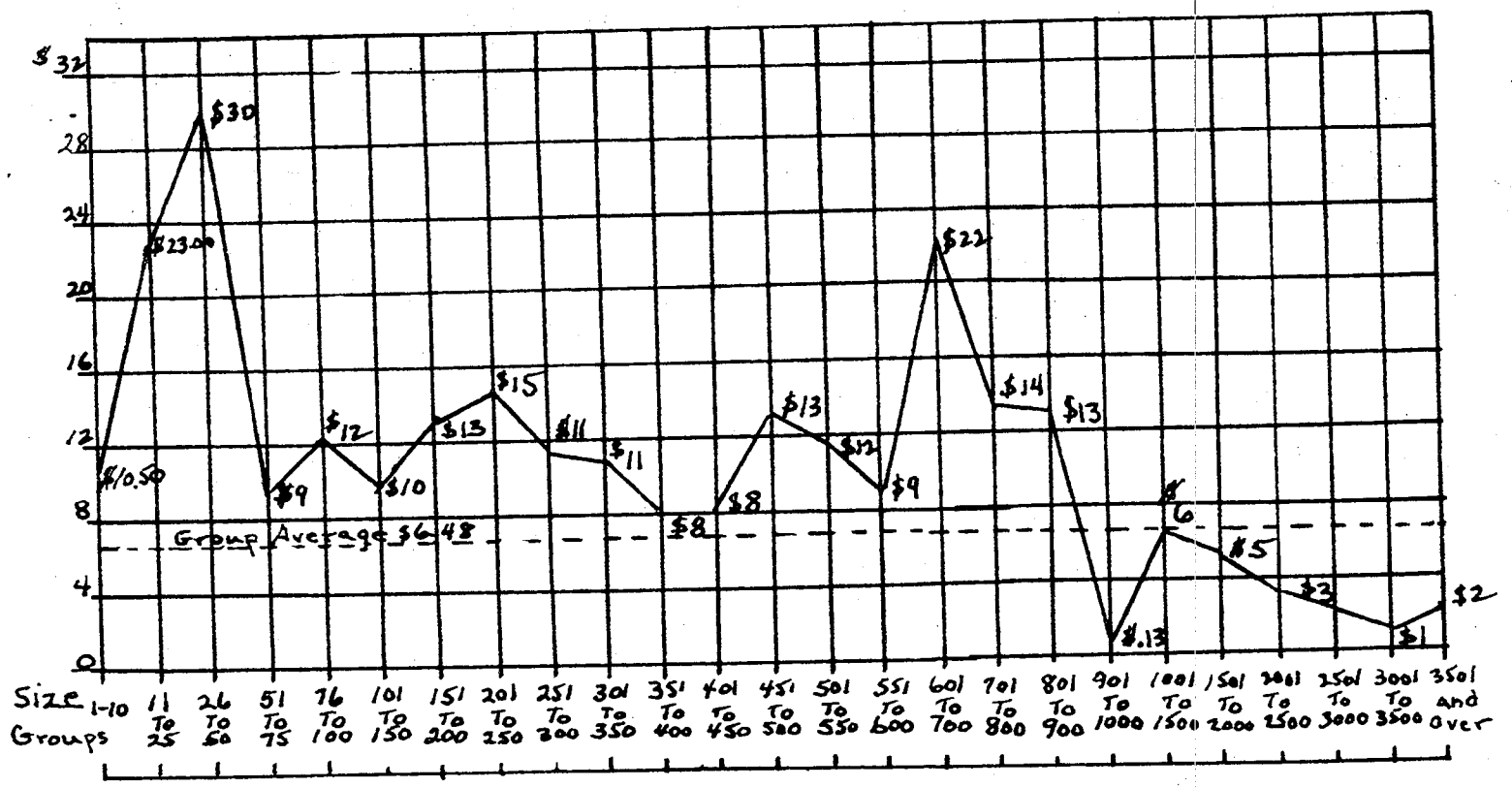

FIGURE 33

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

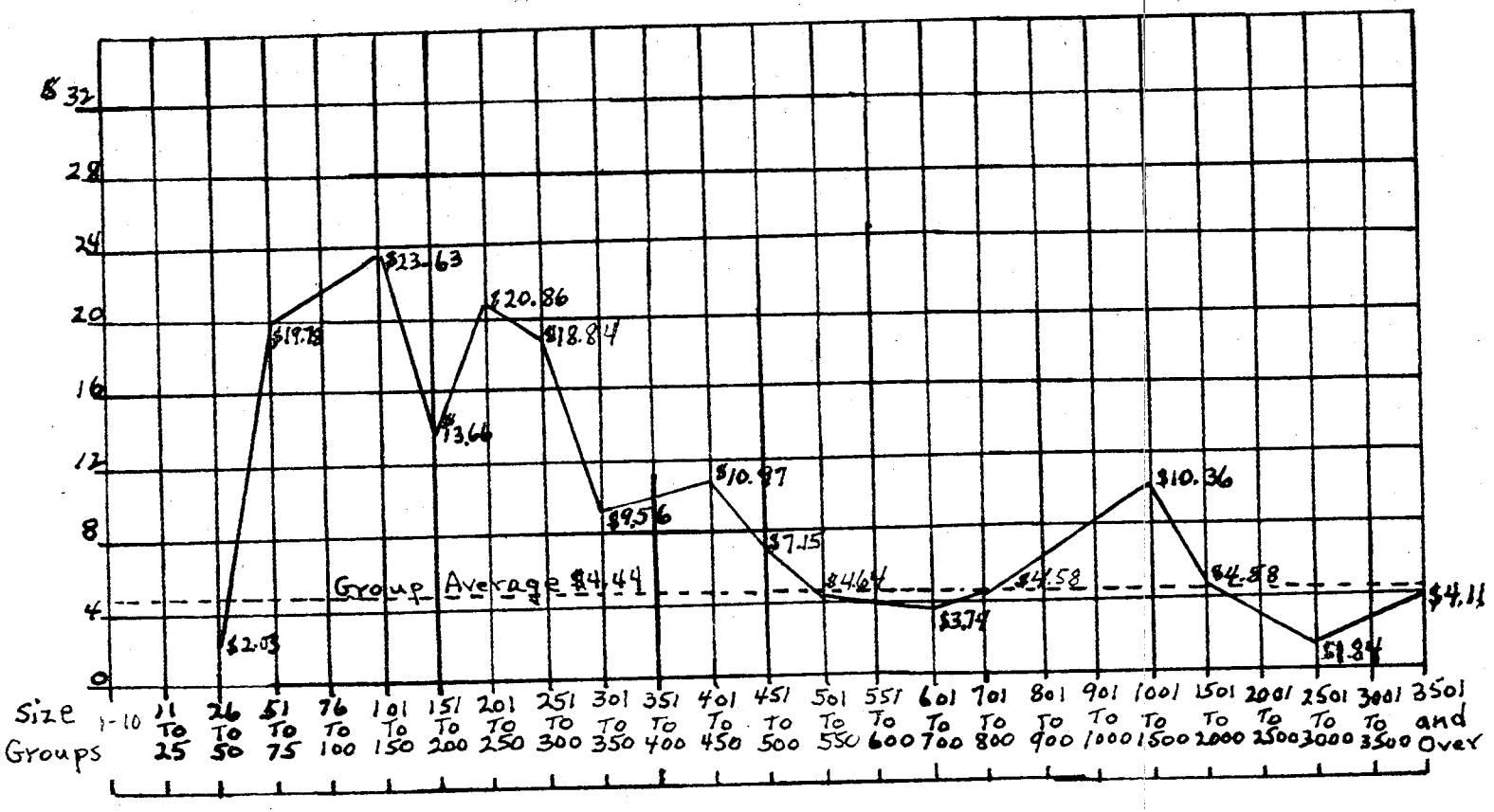

FIGURE 34

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

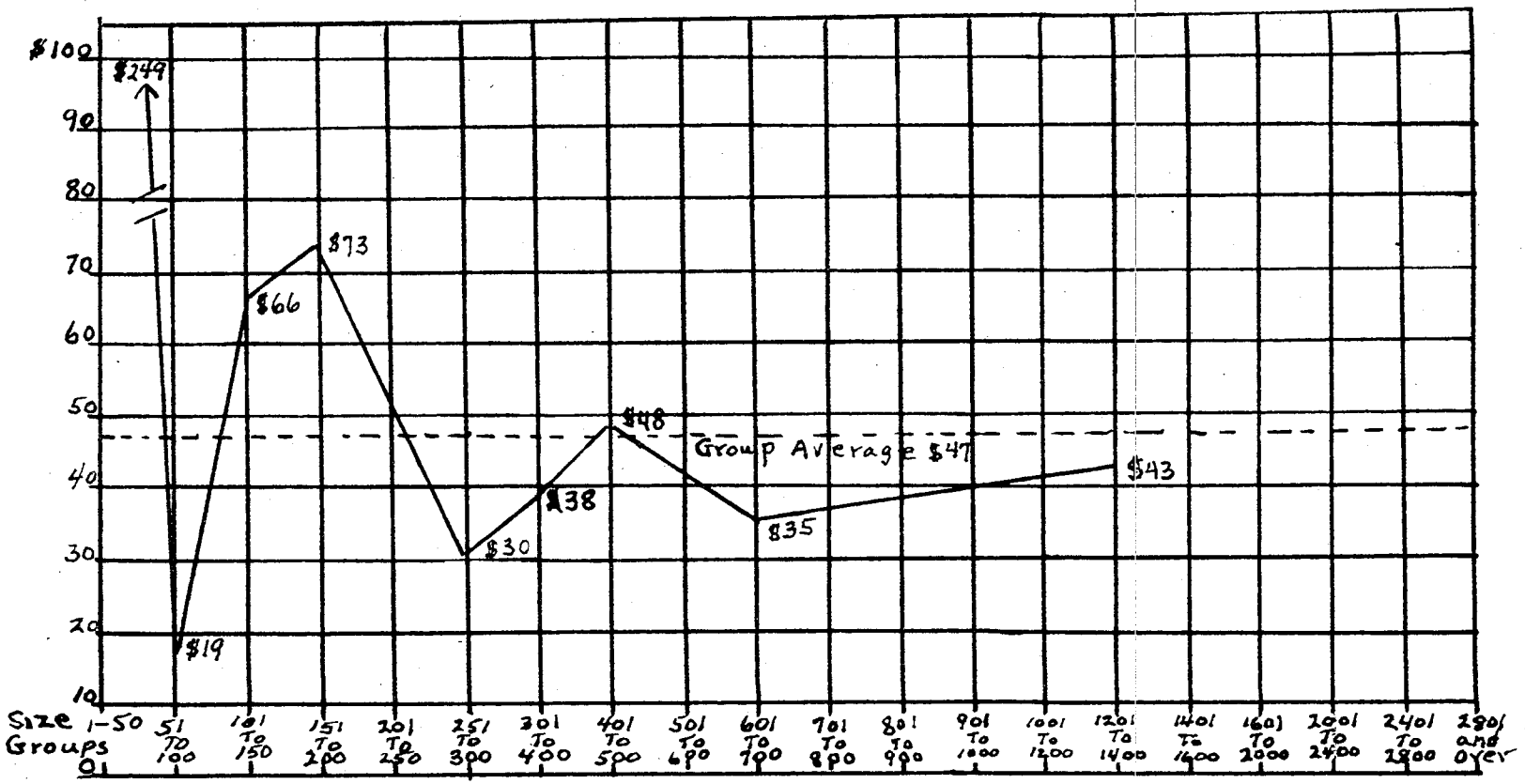

FIGURE 35

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

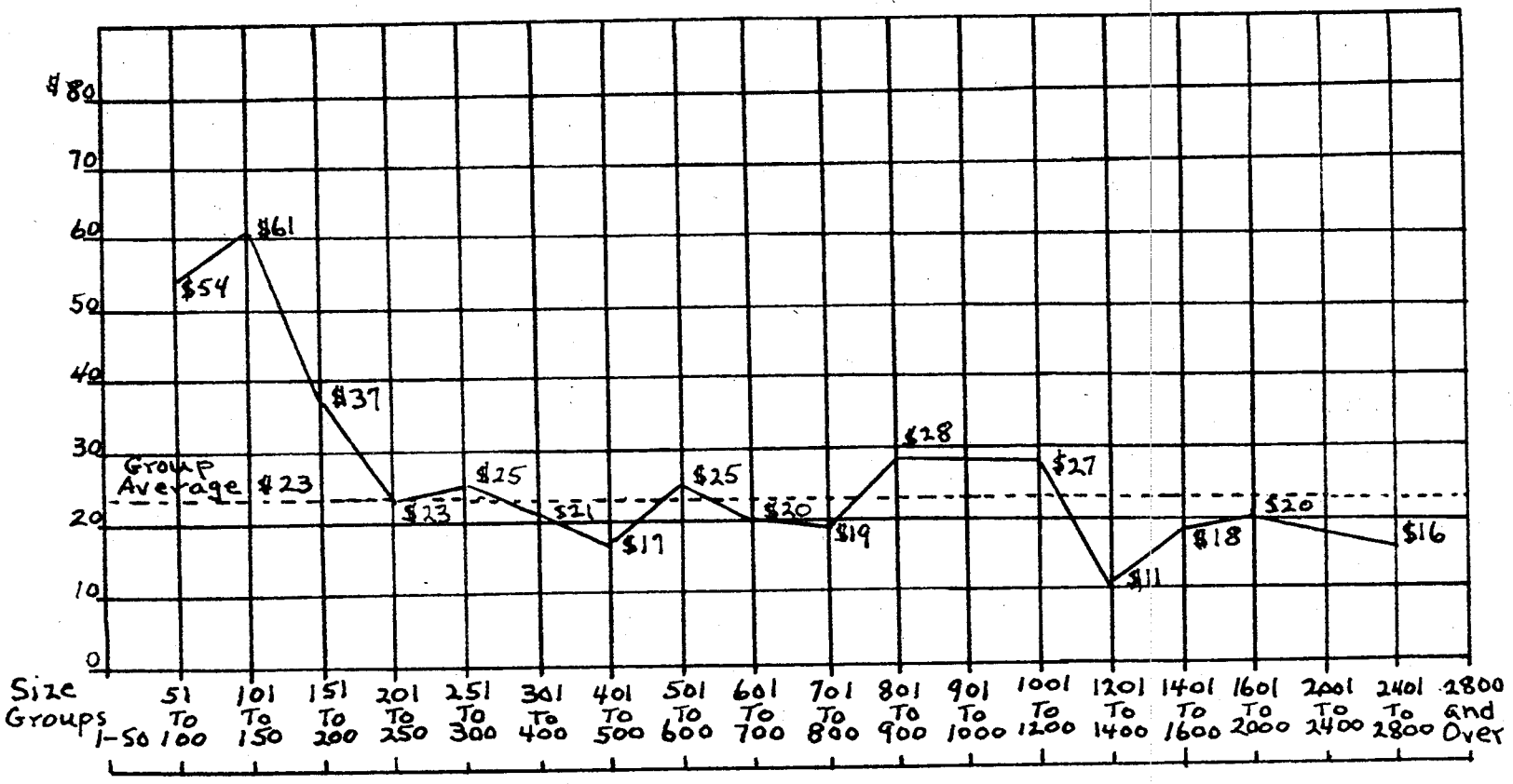

FIGURE 36

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

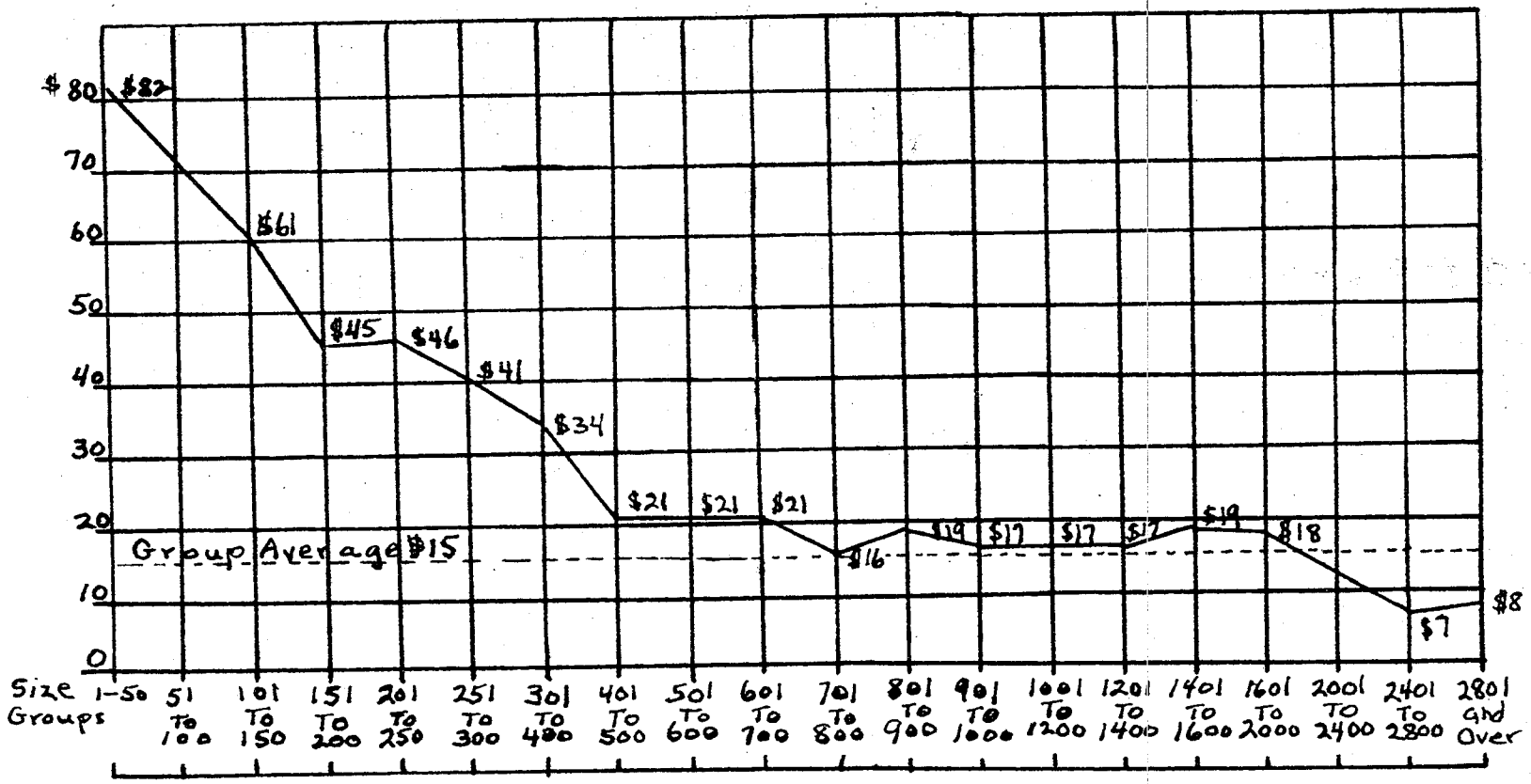

FIGURE 37

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

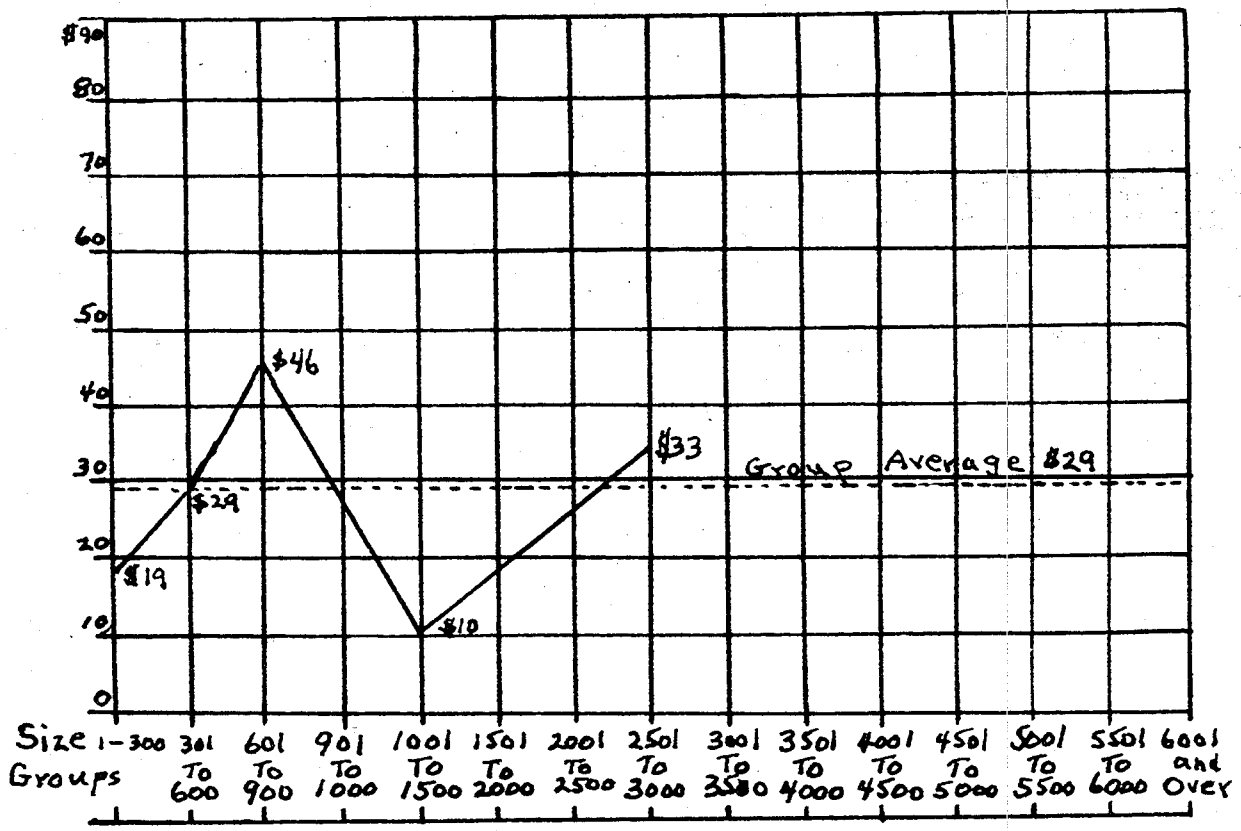

FIGURE 38

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

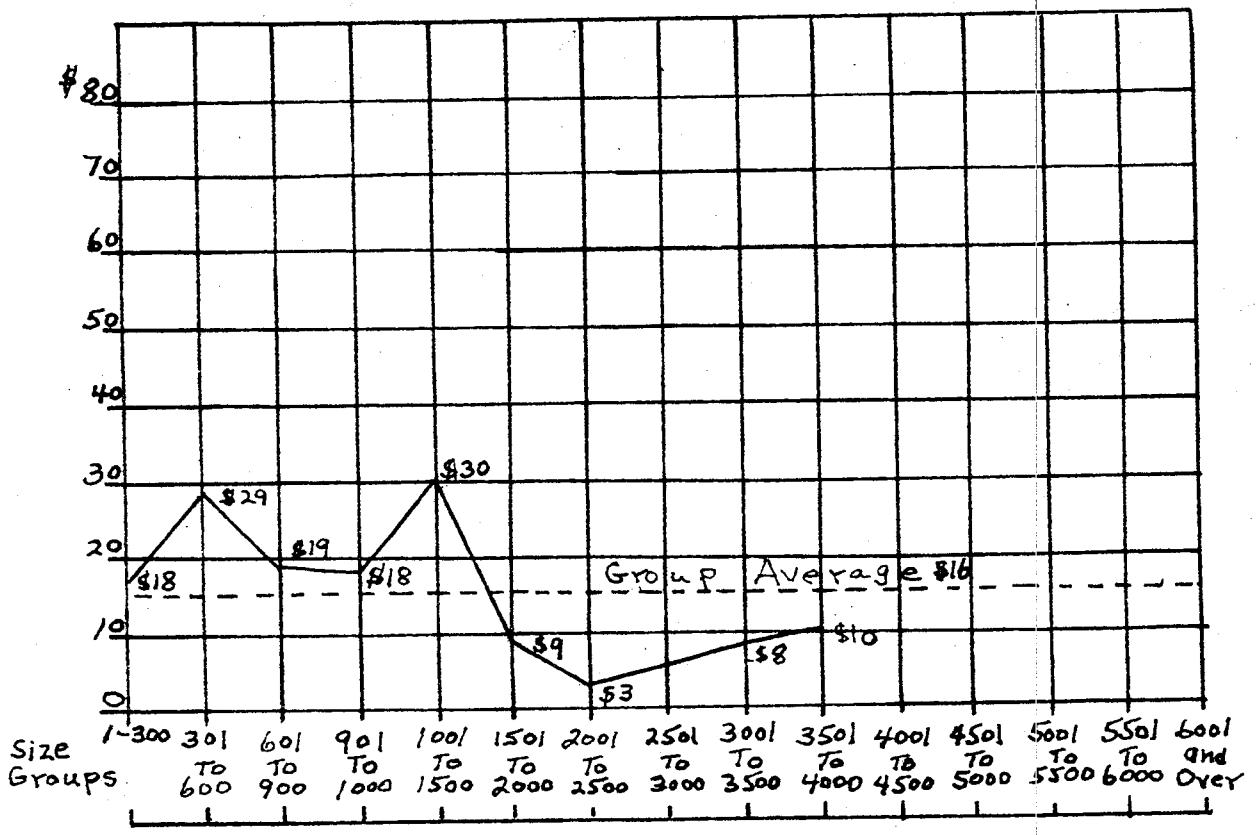

FIGURE 39

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

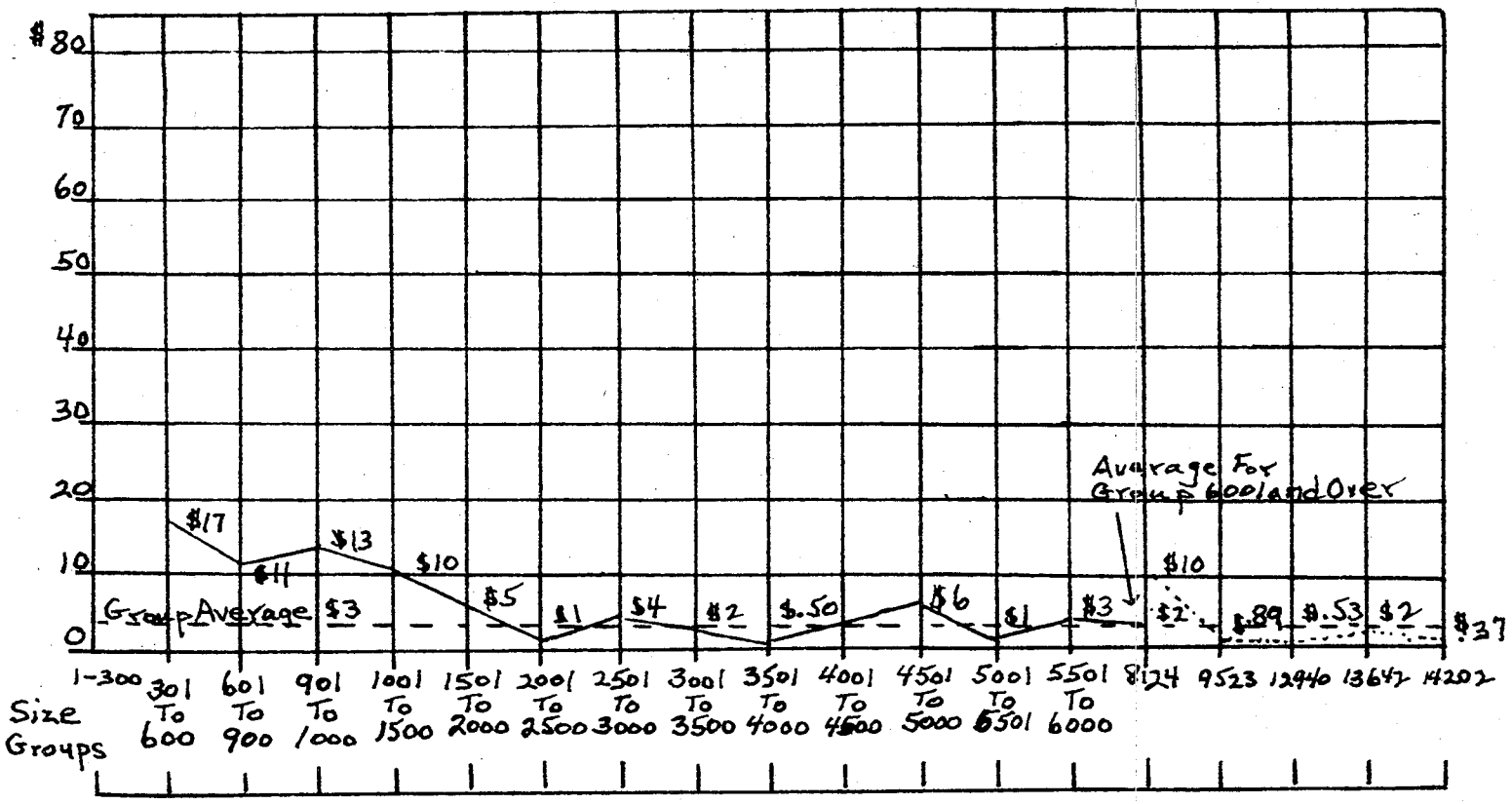

FIGURE 40

AVERAGES OF PER PUPIL TRANSPORTATION COSTS IN CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

A survey of the figures showed the trend. The averages of per pupil transportation costs for the grade-span K-8 or 1-8 for the population-density groups I, II, and III were, respectively, $12.46, $9.75, and $7.74; for grade-span K-6 or 1-6 for population-density groups II and III the averages were, respectively, $6.48 and $4.44; for grade-span 9-12 for population-density groups I, II, and III, the averages were, respectively, $46.58, $23.09, and $15.44; and for grade-span K-12 or 1-12 for population-density groups I, II, and III, the averages were, respectively, $28.95, $15.82, and $3.21.

There were, however, some noteworthy variations from this trend. In the 601 to 700 size-group, K-6 or 1-6 grade-span, population-density group II, Figure 33, page 86, there was one district with an average daily attendance of 603 and a per pupil transportation cost of $22.39. This ratio followed those in the 501 to 550 and the 551 to 600 size-groups in the same chart of $11.56 and $9.06. There were other deviations from the trend which showed, though not so sharply. There were also even sharper deviations from the trend among the individual districts which were concealed in the averages. Such deviations could not have been considered, however, as invalidating the downward trend.

II. CONCLUSIONS

The characteristics of the various sizes of California school districts for the fiscal year 1950-51 found in relation to the averages of per pupil transportation costs were the following:

1. The averages of per pupil transportation expenses for all size-groups of school districts decreased as the sizes of the districts increased.

2. The average per pupil transportation expense for the individual districts in some cases showed a sharp deviation from the trend.

CHAPTER VI

CHARACTERISTICS OF VARIOUS SIZES OF CALIFORNIA SCHOOL DISTRICTS IN RELATION TO AVERAGES OF DISTRICT TAX RATES FOR FISCAL YEAR 1950-51

The averages of district tax rates were examined here because they are an important characteristic of California school districts. School district tax rates are an index to the local effort toward the financial support of public schools and are so used in the California laws regulating apportionments to school districts from the state Public School Fund.[1] District taxes were the principal sources of income for California school districts.[2] They constituted an important consideration in the policy regarding the formation of California school districts. The averages of district tax rates were calculated for each of the size-groups and for each of the grade-spans in the three population-density groups. These rates were carried to four places decimally and represented the sum assessed against each one hundred dollars of assessed valuation of

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1 Education Code, State of California, 1949 (Sacramento: California State Printing Division, Documents Section, 1950), Sections 7091-94.

2 Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51 (Sacramento: Office of the State Controller, 1952), p. viii.

the districts. These data were set out in Tables XVIII, page 98, XIX, page 99, and XX, page 100. These same data were presented graphically in Figures 41 through 51, pages 101 through 111. In the Figures the size-groups were shown on the horizontal axes and the average district tax rates were plotted on the vertical axes. The legal maximum tax rates for each of the grade-spans were shown as horizontal lines on each chart.[3] The source for the basic data for these Tables and Figures was the Report of the Office of the Controller.[4]

I. INTERPRETATION OF THE DATA

A study of the charts of the average district tax rates in this chapter did not reveal a trend as the sizes of the districts increased. It was observed, however, that the largest number of averages of tax rates which occurred below the legal maximums were those of the smaller districts; those districts which were shown in Chapter III above,[5] to have had the highest averages of per pupil

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3 Education Code, op. cit., Section 6357.

4 Annual Report of Financial Transactions of California School Districts, Fiscal Year 1950-51, op. cit., pp. 3-45.

5 Cf. ante, p. 45.

TABLE XVIII

AVERAGES OF DISTRICT TAX RATES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPANS K-8 OR 1-8 AND K-6 OR 1-6

Size-group	Averages of district tax rates: Grade-span K-8 or 1-8, Population-density group I	Grade-span K-8 or 1-8, Population-density group II	Grade-span K-8 or 1-8, Population-density group III	Grade-span K-6 or 1-6, Population-density group II	Grade-span K-6 or 1-6, Population-density group III
1-10	$0.6428	$0.6279	$0.5972	$0.6753	$ None
11-25	.6650	.6442	.6571	.6371	None
26-50	.6906	.7552	.7587	.8722	.5195
51-75	.8304	.7977	.8685	.8349	.8000
76-100	.8686	.8635	.8398	.9176	None
101-150	.8372	.9230	.9055	1.0536	.8944
151-200	.8868	.9583	.8819	1.0354	1.0710
201-250	.8793	.9612	.8549	.9290	1.5000
251-300	.8150	1.0287	.9053	.8750	1.1150
301-350	.9200	.9803	1.0574	1.0250	.9262
351-400	.9000	1.2131	1.0241	1.0250	None
401-450	.7750	1.0506	1.0470	1.2250	.9228
451-500	None	1.0438	.9375	.7400	.8623
501-550	.9500	1.2675	.9916	1.0900	.9580
551-600	2.5320	.9400	1.0013	.5400	None
601-over	.9288	None	None	None	None
601-700	None	1.0500	.9650	.6800	1.0487
701-800	None	1.0463	1.1988	1.0767	.9000
801-900	None	.9473	.9807	1.0900	None
901-1000	None	1.0422	1.1661	1.0450	None
1001-1500	None	1.0711	1.0580	1.0740	.9666
1501-2000	None	1.2725	1.1078	1.0307	1.0865
2001-2500	None	.9000	1.2416	1.1075	None
2501-3000	None	1.0983	1.1168	None	.9000
3001-3500	None	.9300	1.1519	.9000	None
3501-over	None	1.1754	1.3450	.9650	.9810
Total	$0.9947	$0.9836	$0.9879	$0.9684	$0.9662

TABLE XIX

AVERAGES OF DISTRICT TAX RATES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

Size-group	Averages of district tax rates in population-density group I	group II	group III
1-50	$0.5250	$ None	$0.3000
51-100	.8750	.8314	None
101-150	.7675	.8014	1.0430
151-200	1.0080	.8200	1.0523
201-250	None	.9647	.9754
251-300	.8825	.9914	.7237
301-400	.9365	.9429	.8980
401-500	.6500	1.0467	.9569
501-600	None	.9280	.8443
601-700	.7700	1.1167	1.0183
701-800	None	1.000	1.0737
801-900	None	.8093	.9644
901-1000	None	None	.9520
1001-1200	None	1.4128	.9750
1201-1400	1.25	.7565	.8850
1401-1600	None	.8915	1.2668
1601-2000	None	.7700	1.0281
2001-2400	None	None	None
2401-2800	None	.7650	.8333
2801-over	None	None	1.0757
Total	$0.8439	$0.9205	$0.9599

TABLE XX

AVERAGES OF DISTRICT TAX RATES IN POPULATION-DENSITY GROUPS AND SIZE-GROUPS OF CALIFORNIA SCHOOL DISTRICTS, FISCAL YEAR 1950-51 GRADE-SPAN K-12 OR 1-12

Size-group	Averages of district tax rates in population-density group I	group II	group III
1-300	$1.6600	$1.6000	$ None
301-600	1.6500	1.7994	2.1069
601-900	1.5500	1.3667	.4920
901-1000	None	1.6050	1.9265
1001-1500	3.8400	1.7050	1.6760
1501-2000	None	1.3567	1.9654
2001-2500	None	1.8100	1.9500
2501-3000	1.6500	None	2.0690
3001-3500	None	1.8100	2.1400
3501-4000	None	1.9000	1.2223
4001-4500	None	None	None
4501-5000	None	None	1.6500
5001-5500	None	None	2.7611
5501-6000	None	None	2.2350
6001-over	None	None	1.6954
Total	$2.0083	$1.6933	$1.8375
8,124	None	None	$1.6930
9,553	None	None	1.7100
12,940	None	None	1.7100
13,642	None	None	1.6743
14,202	None	None	1.6697
Total	None	None	$1.6954

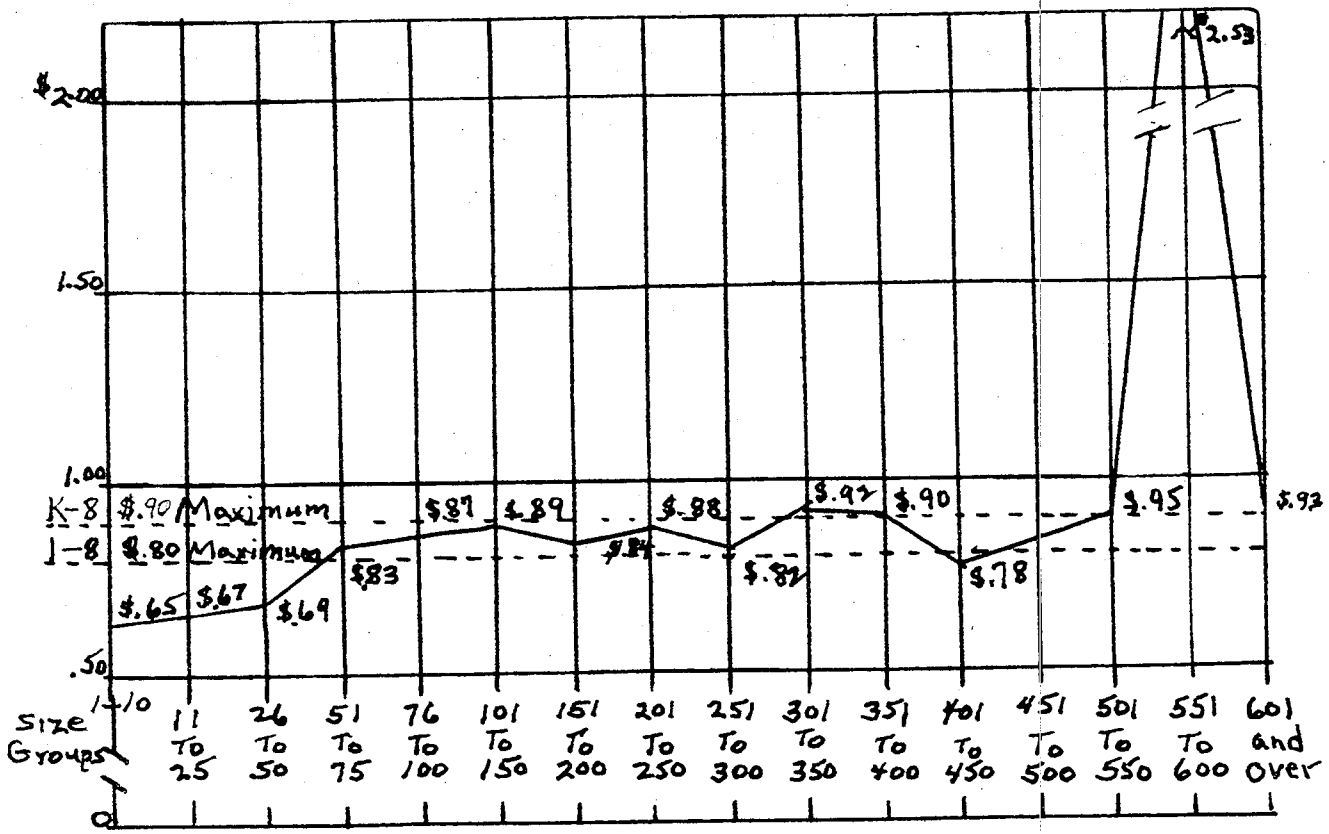

FIGURE 41

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

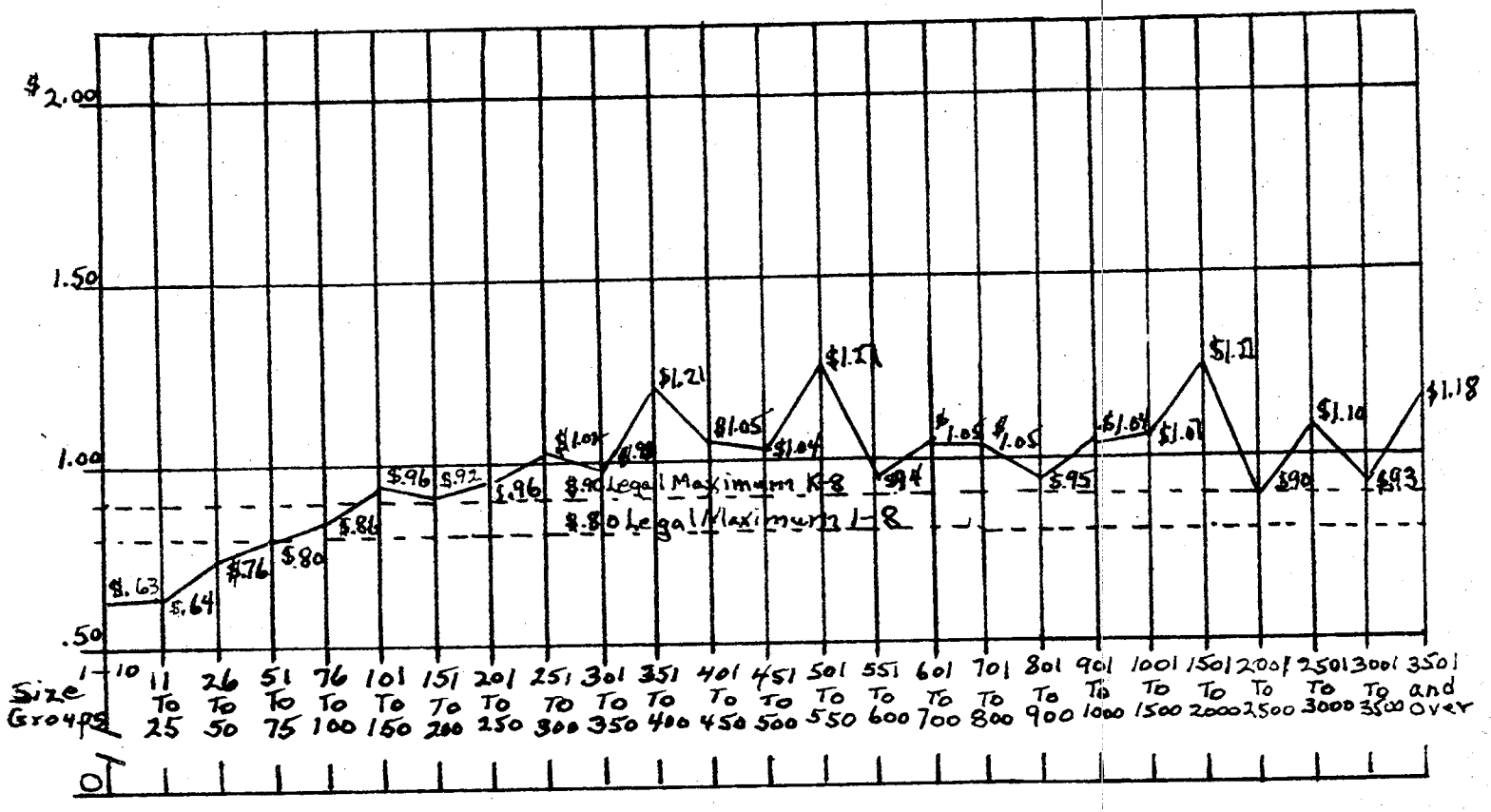

FIGURE 42

AVERAGES OF TAX RATES FOR CALIFORNIA
SCHOOL DISTRICTS BY SIZE-GROUPS FOR
POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51
GRADE-SPAN K-8 OR 1-8

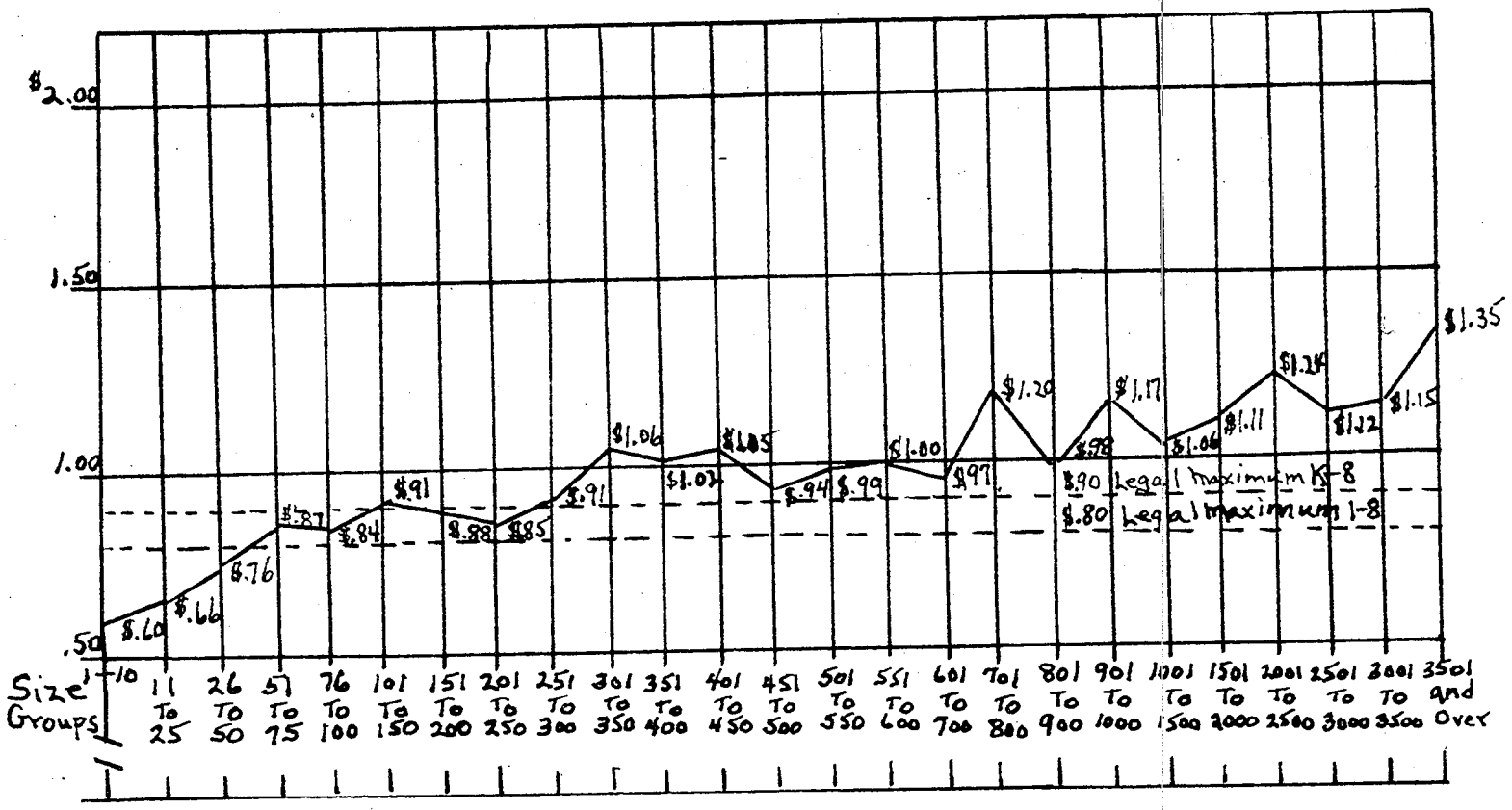

FIGURE 43

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-8 OR 1-8

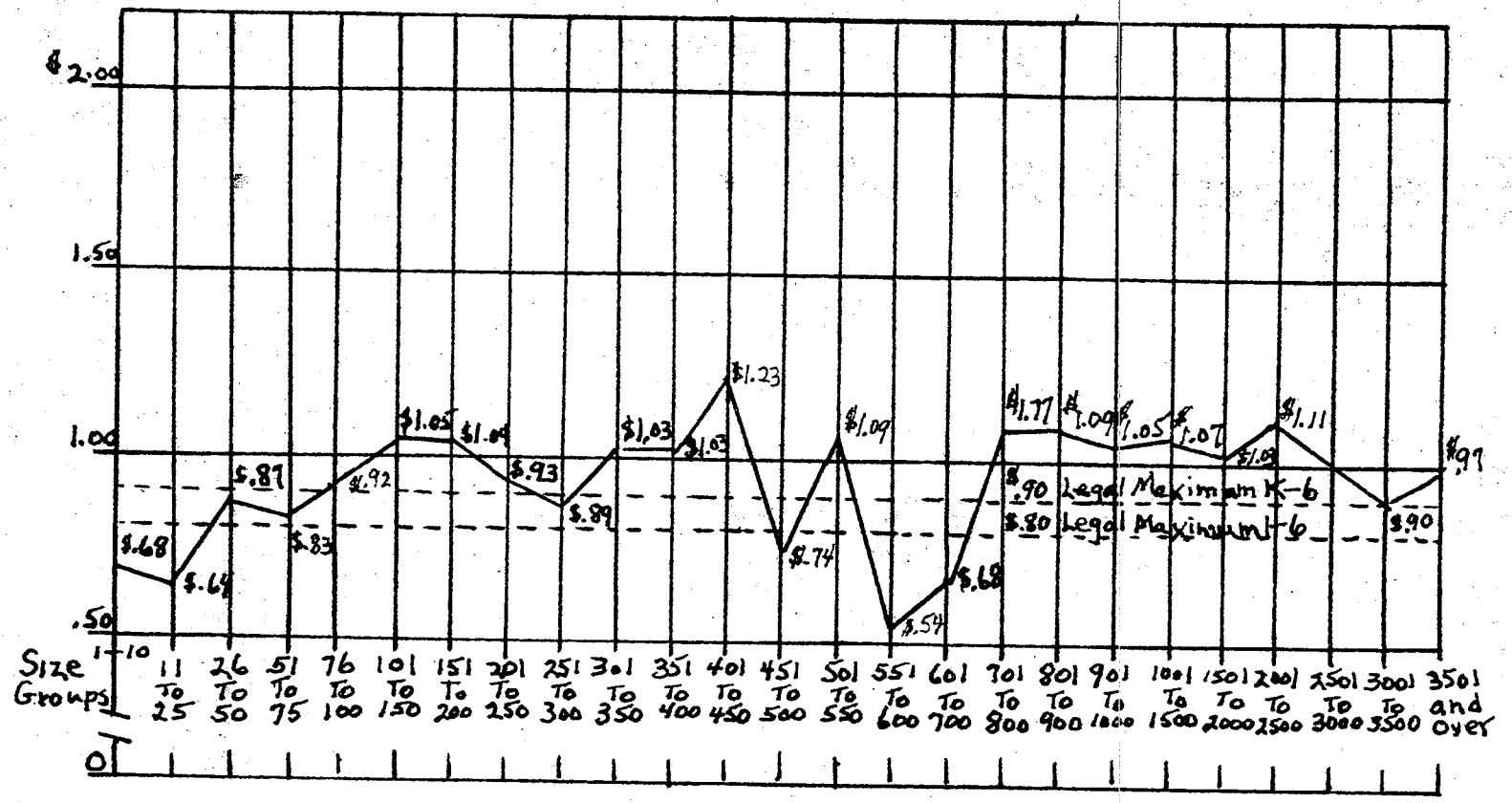

FIGURE 44

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

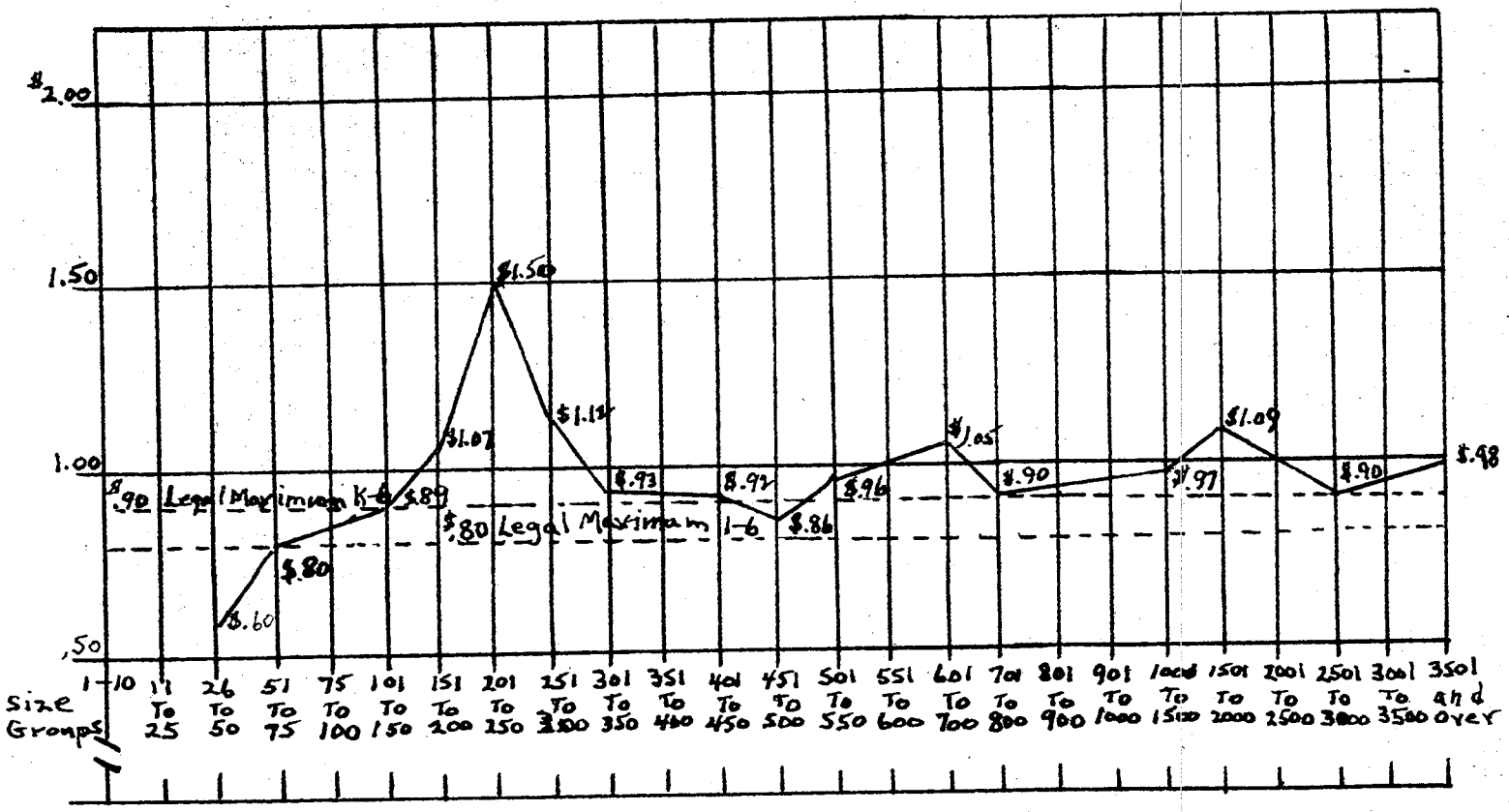

FIGURE 45

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-6 OR 1-6

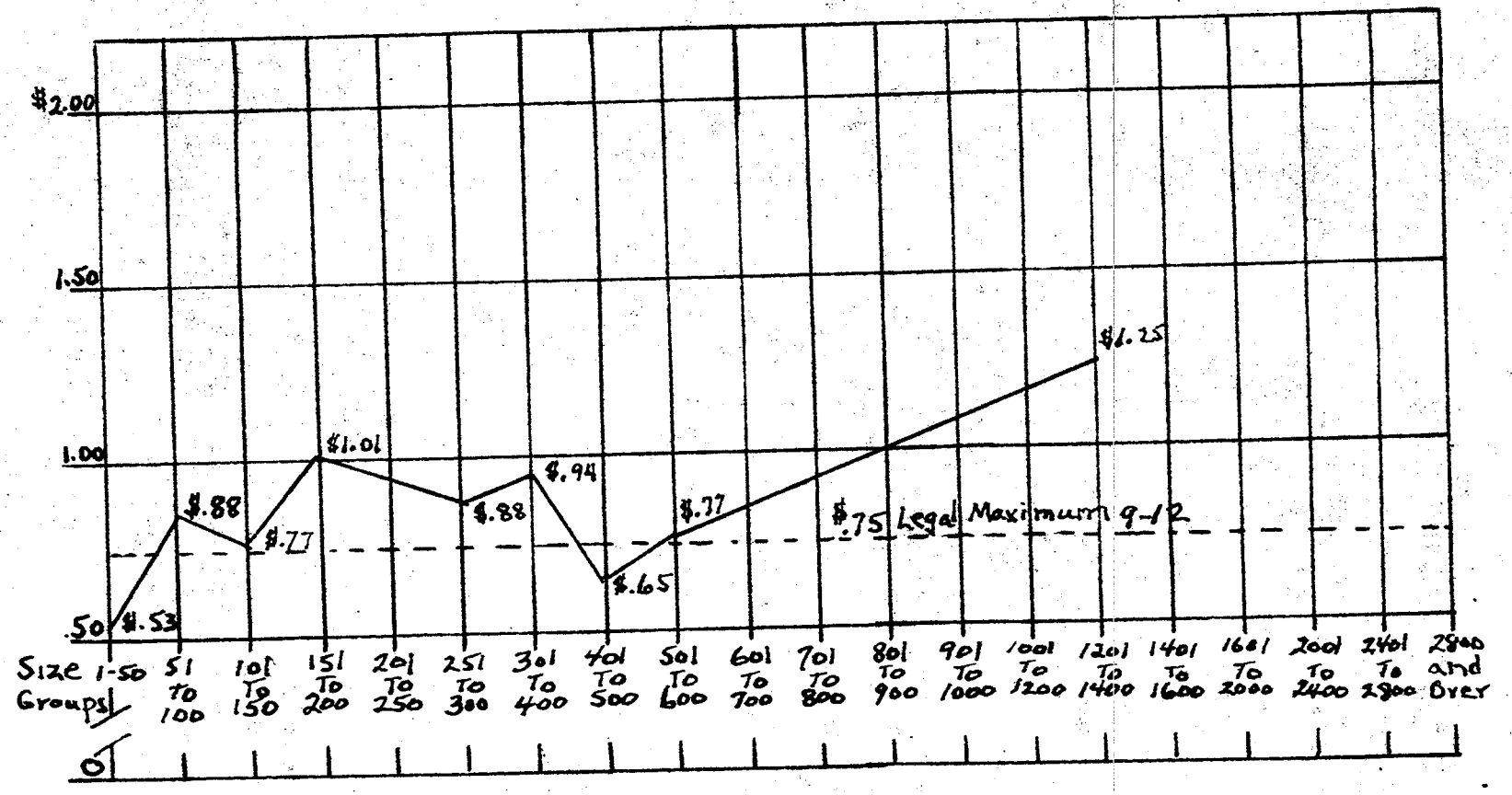

FIGURE 46

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

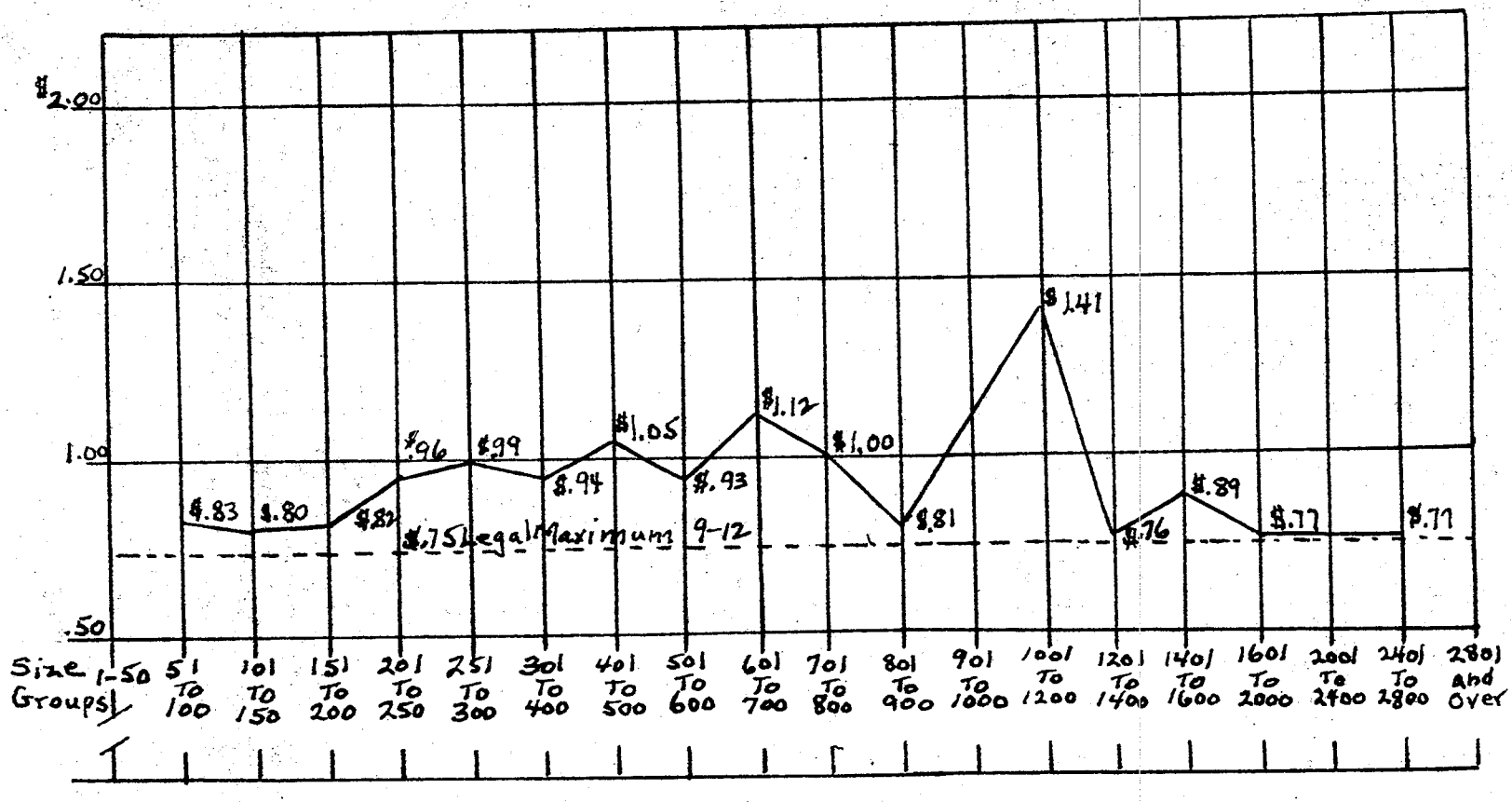

FIGURE 47

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

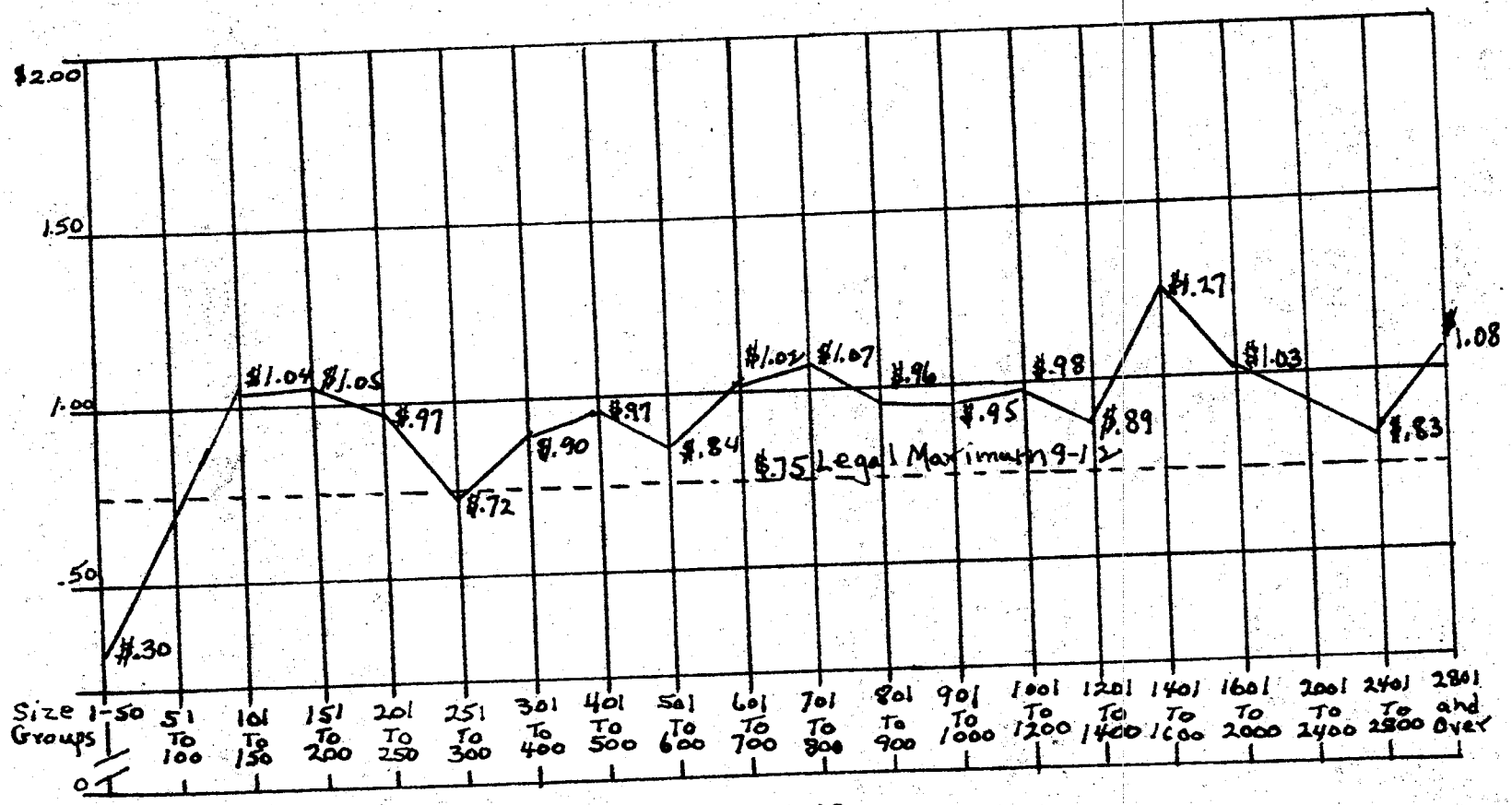

FIGURE 48

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN 9-12

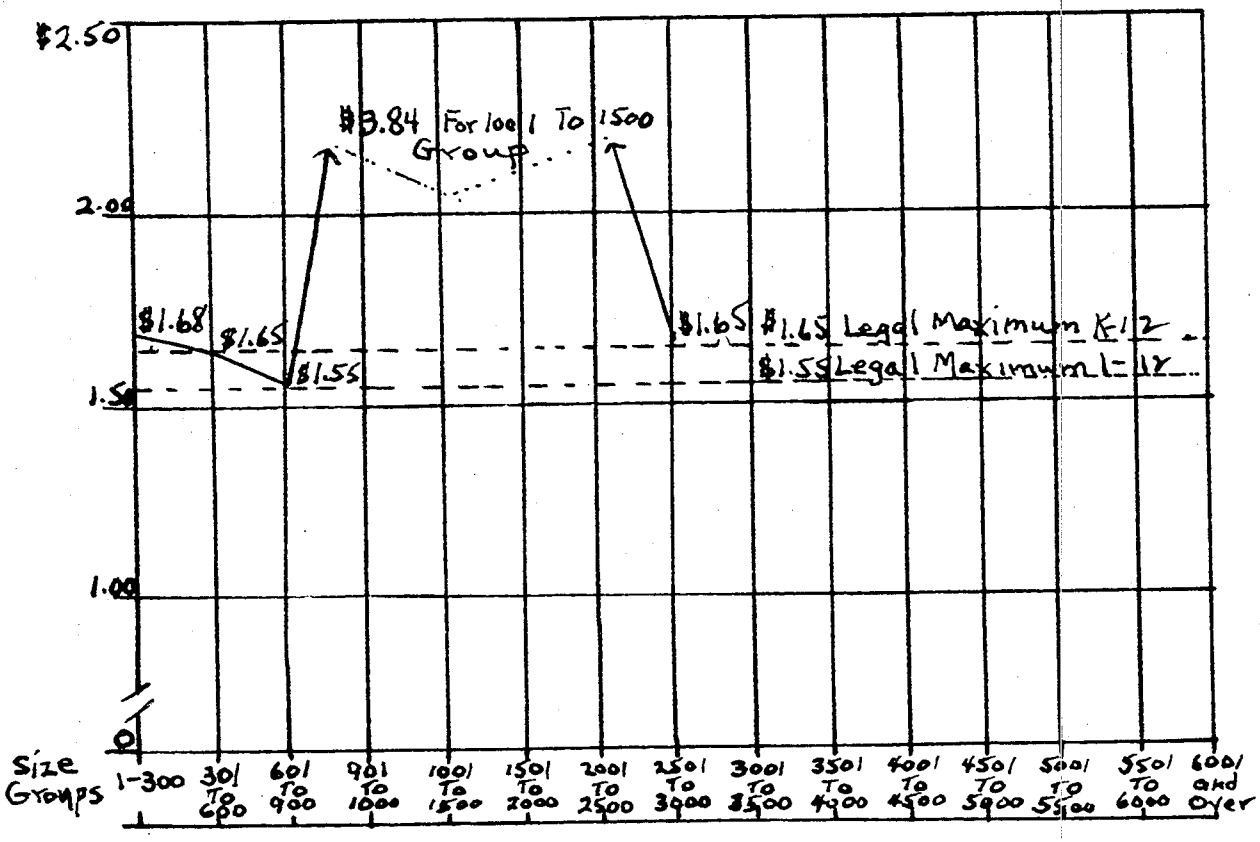

FIGURE 49

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP I, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

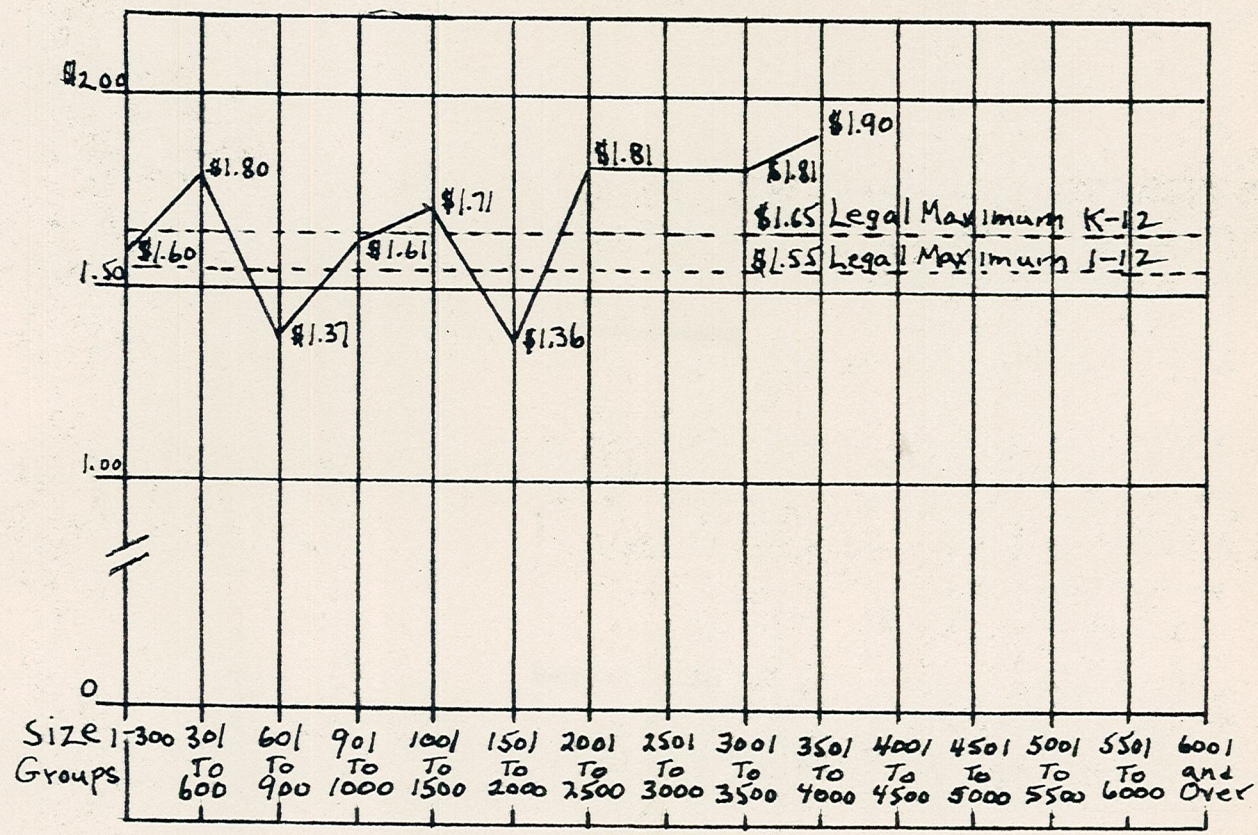

FIGURE 50

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP II, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

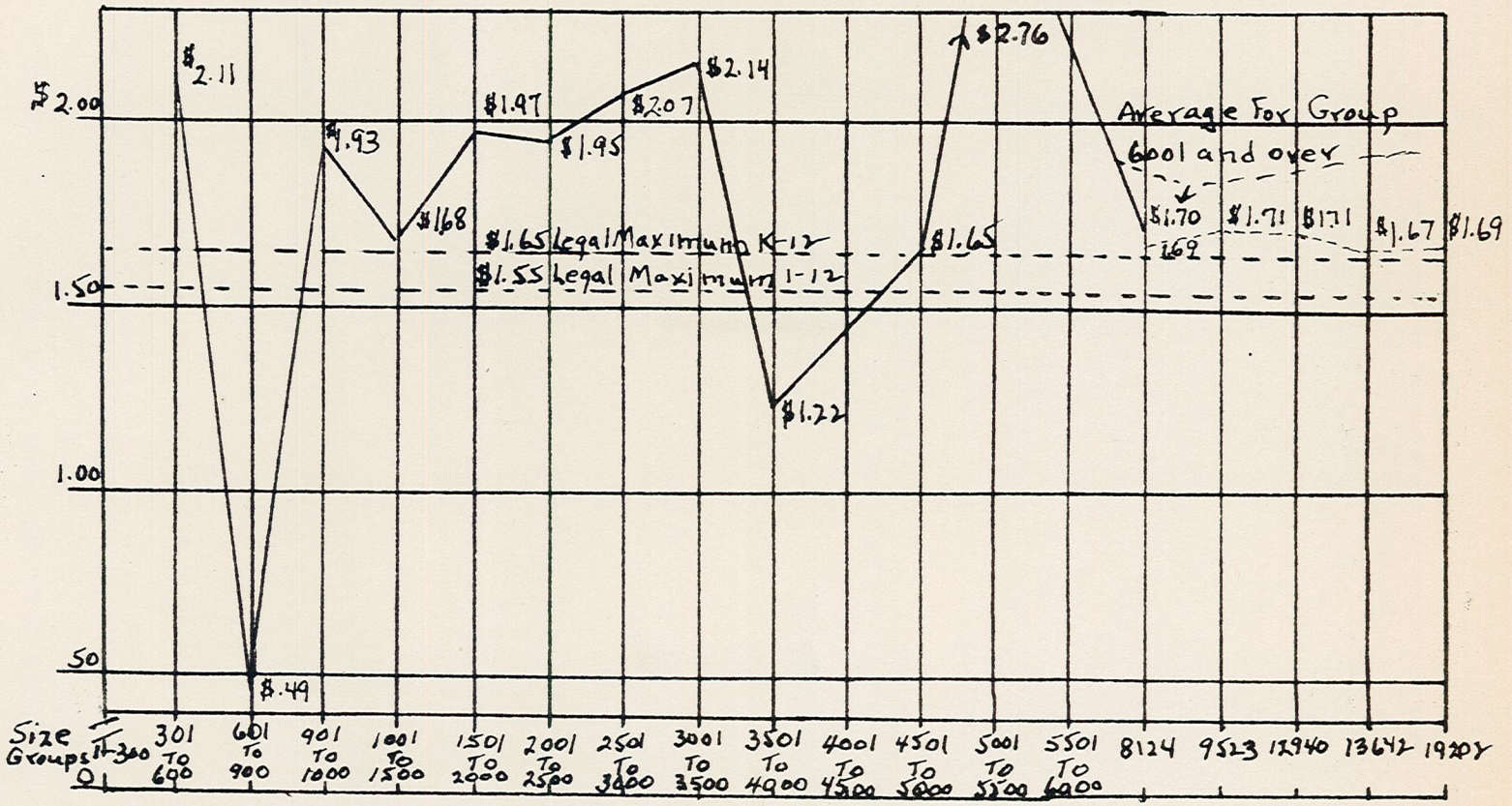

FIGURE 51

AVERAGES OF TAX RATES FOR CALIFORNIA SCHOOL DISTRICTS BY SIZE-GROUPS FOR POPULATION-DENSITY GROUP III, FISCAL YEAR 1950-51, GRADE-SPAN K-12 OR 1-12

current expenses, and, in Chapter IV above,[6] to have received the highest averages of per pupil state apportionments.

The relatively high points of the averages of district tax rates in relation to the legal maximums, showed in the charts, were evidence that no large increases in revenue could have been provided by these taxes unless there had been important changes in the laws which regulated them. Of a total of 175 average tax rates which were plotted on these charts, 130 were equal to or greater than the legal maximums for the grade-spans in which they were located. In making this count, on charts showing both a K-8 legal maximum rate and a 1-8 legal maximum tax rate or maximum rates for both K-12 and 1-12, the higher legal maximum rate was used. Of the forty-five averages of district tax rates plotted which were less than these legal maximums, thirty-two were averages for groups of districts with not more than three hundred average daily attendance. These somewhat lower tax averages of tax rates for the smaller districts did not invalidate the general limitation seen in the local tax rate averages as a source of increased revenue.

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[6] Cf. ante, p. 73.

Of course these average tax rates revaled in the charts, which were in excess of the legal maximum rates, did not mean that the law was being violated by the districts. It did mean, however, that most of the districts, because of the necessity for securing funds to meet current operating expenses, were using exceptions provided by the law for special purposes, or that the voters of the districts had granted specific increases over the legal maximum rates.

These average district tax rates did not include the rates necessary to meet interest and redemption payments on bond issues. The bond tax rates were not subject to any legal maximums.

II. CONCLUSIONS

1. The averages of local tax rates showed no trend as the sizes of the districts increased.

2. Increases in the local district tax rates in any of the size groups could not have provided large increases in the revenue for the school districts of the state, unless there had been important changes in the laws which regulated them.

3. The smaller school districts with much higher than average per pupil current expenses showed the least

local effort, as indicated by the averages of district tax rates, toward the support of school districts.

CHAPTER VII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

There were hundreds of calculations involved in the preparation of the several averages for each of the groups of school districts included in this study. An attempt has been made to state the conclusions accurately. A summary of this thesis and the conclusions are presented in this final chapter.

I. SUMMARY

The purpose of this study was to find for the fiscal year 1950-51 some characteristics of the various sizes of California school districts as indicated by the average daily attendance in relation to (1) the average current expenses per unit of average daily attendance, (2) the average state apportionment per unit of average daily attendance, (3) the average transportation costs per unit of average daily attendance, and (4) the average district tax rates. In Chapter I the delimitations and the importance of the problem were pointed out. The definition of the terms used and the organization of the remainder of this thesis were considered in the first chapter. A brief summary of the findings was also presented in Chapter I.

The techniques used in working with the problem of the distribution of population in California and the problem of the sizes of California school districts were described and validated in Chapter II. In Chapters III, IV, V, and VI the California school districts of various sizes were examined in relation to the facts enumerated in the statement of the problem. The findings for each factor were set out in their respective chapters.

II. CONCLUSIONS

The characteristics found for the fiscal year 1950-51 of the various sizes of California school districts in relation to the factors set out in the statement of the problem were the following:

1. The averages of per pupil current expenses for school districts showed a downward trend as the sizes of the districts increased, until the population-density group mean was reached.

2. The averages of per pupil current expenses for school districts which were near the population-density group mean showed a variation from the mean as the sizes of the groups increased, but the trend was parallel to the mean.

3. Small school districts with much higher than average per pupil current expenses were found in all grade-spans and in each of the three population-density groups.

4. The averages of per pupil state apportionments for school districts with the exception of those maintaining a K-12 or 1-12 grade-span showed a downward trend as the sizes of the districts increased, until the population-density group mean was reached.

5. The averages of per pupil state apportionments for school districts maintaining a K-12 or 1-12 grade-span showed variations from the population-density group mean, but the trend as the sizes of the districts increased was parallel to the mean.

6. The averages of per pupil state apportionments which were near the population-density group mean showed variations from the mean, but the trend as the sizes of the districts increased was parallel to the mean.

7. The small school districts with much higher than average per pupil current expenses were found to have received averages of per pupil state apportionments higher than the population-density group means, but the averages of per pupil state apportionments to these smaller school districts were found to be smaller percentages of the

averages of per pupil current expenses than the percentage means of the population-density groups.

8. The averages of per pupil state apportionments were found to become larger percentages of the averages of per pupil current expenses as the sizes of the districts maintaining a K-8 or 1-8 grade-span increased.

9. The percentage ratios between the averages of per pupil state apportionments and the averages of per pupil current expenses for the districts maintaining either a 9-12 or a K-12 or 1-12 grade-span showed variations from the percentage means of the population-density groups, but the trend as the sizes of the districts increased was parallel to the percentage means for the groups.

10. The averages of per pupil transportation expenses for all size-groups of school districts decreased as the sizes of the districts increased.

11. The average per pupil transportation expense for the individual districts in some cases showed a sharp deviation from the trend.

12. The averages of local tax rates showed no trend as the sizes of the districts increased.

13. Increases in the local district tax rates in any of the size-groups could not have provided large increases in the revenue for the school districts of the

state, unless there had been important changes in the laws which regulated them.

14. The smaller school districts with much higher than average per pupil current expenses showed the least local effort as indicated by the averages of district tax rates toward the support of school districts.

III. RECOMMENDATIONS

There are certain recommendations which were the outgrowth of the findings of this study. While it is true that this analysis was made of the data for the single fiscal year of 1950-51, and that data from almost all of the school districts of California were used in arriving at the averages upon which the conclusions were based, a pattern in the factors examined emerged which suggested certain wise public policies in the organization of the individual school districts. This pattern also showed certain inequities in the distribution of the financial responsibilities for California's public schools which prudent public policy could mitigate.

1. Small school districts should be tolerated only where it can be proved that it is not feasible to organize the larger districts which can operate with lower per pupil current expense. The charts show the approximate

points in size for each grade-span at which per pupil costs become excessive. These points, beyond which the efficiency of the school districts deteriorated very rapidly, were apparent in all of the population-density groups. To support school districts which operate in these inefficient size brackets is an unwise expenditure of school funds, unless it can be proved that children cannot receive educational opportunity in units reorganized on a more efficient basis.

2. The State of California should direct its school fund apportionment policies in such a manner as to discourage the local taxpayers from supporting these small inefficient school districts where the educational need is not proved. The charts of the averages of per pupil state apportionments show that the small districts with excessively large per pupil current expense were also receiving excessively large per pupil state apportionments in relation to those apportionments received by the school districts which operated more efficiently. While the percentage of total current school district expenses borne by the state was somewhat less in these inefficient districts, there was a tax incentive for these districts to remain small and support their inefficient school operations. This tax incentive was revealed by the fact

that only in these small school districts were tax rates found which were substantially below the state legal maximums and even further below the school tax rates paid by the great majority of the property owners in the state. Thus, it was shown that the state apportionment policies were encouraging inefficient school districts at the expense of the taxpayers of the state outside of those favored school districts, as well as permitting property owners within these districts to avoid the payment of taxes equal to those paid by property owners in the less favored areas.

3. There was no evidence to show that increased transportation costs should be advanced as an argument against reorganizing these inefficient school districts into larger units. The highest per pupil transportation costs were shown to be in the smaller school districts. This fact, coupled with the fact that the per pupil transportation costs were smaller in the smallest of the 1-12 or K-12 grade-spans, where presumably the most recent reorganization of these smaller districts has occurred, than they were in the high per pupil cost districts in the other grade-spans, is evidence that even the per pupil transportation costs might be lowered by reorganization.

4. The responsibility of the State of California to provide equal educational opportunity for the children living in the state requires that these inefficient school districts be eliminated. If every child in the state is to receive equal educational opportunity from the standpoint of material advantages offered by the state, school districts must be so organized that the expenditure of additional funds will buy improved facilities for education. In the light of the extremely high costs in most of these small districts, it is apparent that neither those high expenditures showed in these high cost operations nor any increase in them which could be borne by the state, could buy the material educational advantages enjoyed in the more efficient units.

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